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ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

HEARINGS

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

S. 373

TO REAUTHORIZE THE PROGRAM OF FINANCE ASSISTANCE TO MEET SPECIAL EDUCATIONAL NEEDS OF DISADVANTAGED CHILDREN, AND TO REAUTHORIZE CHAPTER 2 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981, THROUGH FISCAL YEAR 1993

MARCH 5, MAY 7, JUNE 26, AND JULY 16, 1987, WASHINGTON, DC
MAY 26, 1987, PAWTUCKET, RI
MAY 26, 1987, HONOLULU, HI

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ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

THURSDAY, MARCH 5, 1987

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:08 a.m. in room SD-430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Stafford, Mikulski, Weicker, Quayle, and Thurmond.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. This hearing of the Subcommittee on Education, Arts and Humanities will come to order. I apologize for being late I was with the Speaker on another matter and could not get over here sooner.

Today, we begin our hearings on authorization of the ESEA and the Education Consolidation and Improvement Act, and we will hear from the distinguished Secretary of Education, Mr. Bennett, and examine his proposals for reauthorization of Chapter 1 and Chapter 2.

There are currently two bills pending before our Education Subcommittee concerning reauthorization. They are S. 373, which provides for simple extension of Chapters 1 and 2, and my intent would be that this legislation serve as our vehicle for reauthorization. The second bill before us is S. 594, which is the Administration's proposal for reauthorization.

I would like to begin this morning by commending the Administration for some very worthwhile reauthorization proposals. That legislation reflects many hours of hard and careful work and contains what I consider to be highly substantive suggestions.

I am particularly encouraged by the fact that the Secretary has submitted his suggestions early on in our discussion of reauthorization, and thank him for his courtesy in doing so.

It is refreshing to have this atmosphere of constructive cooperation surrounding our discussion of elementary and secondary education, and I can assure the Secretary that his good show guarantees that the Administration will be ballplayers in this important legislative effort.

The Chapter 1 program is one of the most successful, important Federal education programs. Basically, in my view, and that of many of us, is that it is truly the cornerstone for all other programs in elementary and secondary education.

Today's hearing marks the beginning of a series of oversight hearings on Chapter 1, and in that regard, there are five goals that I, for one, have in mind. They are, first, that we ensure that the poorest school districts receive enough aid to ensure that their eligible students are adequately instructed.

Secondly, we do everything we can within the constraints of the Aguilar versus Felton ruling to ensure that eligible students within private schools are also provided compensatory services.

Third, we must make provision for ensuring that compensatory education extends to secondary schools, as I am concerned that in most school districts the Chapter 1 program goes only as far as the fifth grade, while the need beyond the fifth grade remains acute.

Fourth, we must build into the program a mechanism for rewarding successful programs and for encouraging replication of successful projects within and among school districts.

And, fifth, and finally, we must increase and foster the involvement of parents in the education of their Chapter 1 children.

With respect to Chapter 2, I am of the mind that we need to define more sharply the focus of that legislation. This program should target more clearly the needs of special populations and serve national priorities.

In that regard, I have recently reintroduced the Targeted Educational Assistance Act. This legislation restricts use of funds under the Chapter 2 program to five priorities: basic skills instruction for secondary students, programs to combat illiteracy, programs for the gifted and talented, school drop-out prevention programs, and school library resources.

It is our intent that this legislation serve as a model for reauthorization, and I look forward to an examination of it as we proceed with our reauthorization work.

I would turn at this point to the ranking minority member, Senator Stafford.

OPENING STATEMENT OF SENATOR STAFFORD

Senator **Stafford**. Thank you very much, Mr. Chairman. Let me begin by congratulating you on your decision to once again chair the Subcommittee on Education, Arts, and Humanities. I suspect that when you determined you would do that, there was an audible sigh of relief in the entire educational community.

I know I speak for all the members of the Subcommittee who have enjoyed working with you over the years when I say that we look forward to your leadership again. I am certain the next two years will be productive ones for education, and particularly for those children from disadvantaged backgrounds who are the primary beneficiaries of our Federal elementary and secondary education programs. In this Senator's mind, there is no more important investment the Federal government can make than the Chapter 1 program.

It is most appropriate that Secretary Bennett appear before the Subcommittee this morning as we begin our hearings on the reauthorization of the Education Consolidation and Improvement Act.

The Administration has been hard at work over the past year developing a legislative proposal which deserves serious consideration from this Congress. It is both innovative and carefully constructed to address minor and significant service delivery problems which have emerged in the Chapter 1 program in the last five years. I would like to congratulate the Secretary and his staff for their important contribution to the legislative task now before this Subcommittee.

During the February Congressional recess, Senator Pell graciously accorded me the privilege of chairing two hearings on the reauthorization of Chapters 1 and 2 in my own State of Vermont.

Two small, rural communities in Vermont hosted the hearings for our Subcommittee and the House Education and Labor Committee, represented by Congressman Jeffords, its ranking member, and Congressman Goodling.

At these hearings, we heard firsthand information about the vitality and importance of these Federal initiatives to school administrators, teachers, parents, and some children fortunate enough to be participants as witnesses.

That experience reinforced my longstanding commitment to the Chapter 1 program and my belief that funding must be significantly increased in Fiscal Year 1988 to allow districts to serve more eligible students.

Furthermore, I heard from these same parents, students, teachers and administrators how Chapter 2 funds have enabled them to finance school improvement projects. Many of these programs have been so successful that local funding has ensured their continuation after Federal support ended. In other words, Chapter 2 block grant funds are facilitating the kind of local innovation and improvement that the Congress envisioned.

I look forward, Mr. Chairman, very much to working with you and to the Secretary's testimony, and would like to thank the Secretary for appearing in front of us this morning at this Subcommittee hearing.

Senator PELL. I thank you, Senator Stafford, for your gracious words and thoughts.

We will now receive Senator Thurmond's opening statement.

OPENING STATEMENT OF SENATOR THURMOND

Senator THURMOND. Mr. Chairman, I am pleased to be here today to receive testimony on the Education Consolidation and Improvement Act (ECIA). I also wish to welcome Secretary Bennett and commend him for his sound leadership at the Department of Education. He has brought fresh ideas into discussions on education.

The ECIA represents the major response by the federal government in assisting state and local education agencies on the elementary and secondary level. Federal expenditures under this act totaled more than $4 billion in Fiscal Year 1986. A program of this size merits careful study and review.

Secretary Bennett has recently submitted the Administration's reauthorization proposal in this area. The Department of Education has worked very hard on this proposal, consulting widely among groups involved in the field of education. As early as May of 1986, the Department of Education contacted my office and solicited my views on these programs.

I commend Secretary Bennett for reaching out to all parties concerned with this issue and I look forward to working with him and members of this committee, to reach a sound reauthorization measure.

While my schedule may not permit me to stay for this entire hearing, I look forward to reviewing the testimony presented today.

Senator PELL. I would ask, without objection, that there be inserted in the record at this time a statement from Senator Hatch, ranking minority member for the full Committee, and also a statement from Senator Simon.

[The prepared statements of Senators Hatch and Simon follow:]

STATEMENT OF SENATOR HATCH

Mr. Chairman, Mr. Secretary, I am pleased we are here this morning in a joint effort to reauthorize a very important elementary and secondary education program, Chapter 1 of the Education Consolidation and Improvement Act. Although it is no surprise to anyone that I believe education is primarily the responsibility of states and local governments, I fully support the national government's responsibility to cooperate in that task when deserving special groups, unable otherwise to receive adequate assistance, need help. Certainly the education of educationally and economically disadvantaged children is such an instance. Remedying their academic deficiencies is critically necessary to providing them an equal educational opportunity. Only a sound education will provide them with the chance to take full advantage of all that our society has to offer.

I am pleased with some of the themes that all of us are trying to institute in this reauthorization. For example, rewarding successful programs, allowing them to be enlarged or replicated, could substantially benefit the children served by Chapter 1. Enhancing parental involvement is another important objective. Utah schools and institutions have always stressed this component, and studies of educational programs generally throughout this country show that genuine parental involvement in a child's education pays off in enhanced academic results.

On both these scores, let me brag a little about my own state of Utah. In fiscal 1986, Utah received over $12 million in Chapter 1 funds, and about 260 schools provided supplementary instruction services to over 23,000 students. I am happy to report that Chapter 1 students in Utah have consistently averaged gains exceeding the amount of growth students would normally make. Also, Chapter 1 students in Utah have consistently achieved gains higher than the national average. Yet, this has been accomplished with a stern eye to the budget. For instance, teachers' aides have been used effectively.

Particularly in a program in which we are able to serve 40-50% of eligible students, it is important in reauthorization that we in at least some measure promote successfull and cost-effective programs. I hope we can find ways to do this.

As well, we must address the problem arising from the Supreme Court's decision in Aguilar v. Felton. The Congress has always clearly stated its intention that private schools students be served equitably with public school students. I fully support that commitment. Yet, I believe, along with educators in Utah who have discussed this issue with me, that we must assist these private school children in a way which does not impose excessive administrative costs on a program already serving fewer than all eligible children. If we ignore this concern, we would only serve even fewer children less well.

Mr. Secretary, I thank you for appearing this morning, for taking the time to discuss with us the Administration's proposal. You have obviously given your proposal considerable thought. I hope you will continue to work with us in the whole reauthorization process. Sometimes, I am sure, that process seems unduly lengthy or convoluted to those of you downtown. But we on the Hill are all committed to this program, and the measure of our commitment will be the thorough consideration it receives.

On that score, may I close by saying, Mr. Chairman, that I look forward to working with you and all my colleagues on this Subcommittee in drafting a bill. I commend you for the hard work that you and your staff have already done in this regard. The children who will be served by this program deserve that care, from all of us.

Statement of Senator Paul Simon March 5, 1987
Opening Hearings on the Reauthorization of Federal Elementary and Secondary Education Programs

In 1965, Congress made an exceptionally farsighted decision to create the Elementary and Secondary Education Act (ESEA) which later became the Education Consolidation and Improvement Act of 1981 (ECIA). The purpose of this Act was and is to help provide equal opportunity and equal access to all school children regardless of their socio-economic background.

We all know the main responsibility for education lies with the states and local government. We also know that on issues of equity the federal government can and should make a difference.

While many will cite the Elementary and Secondary Education Act as a program with mixed results over the last two decades, the results of educating disadvantaged youngsters prior to 1965 were most frequently failure and the beginnings of cycles of failure for the following generations.

If all Chapter I children in the program in 1966 are not doctors or engineers, some are, and even more are self-respecting, contributing members of a society which offers education as its entry into the mainstream of economic life.

Chapter I has succeeded by addressing earlier failures. Yet we are far from having a perfect system and far from reaching all who need our help. Only about half of all Chapter I eligible students receive federal help. Often that help does not go beyond the elementary grades. But this is a failure of funding, not of a concept.

There is room for improvement and I am pleased by some of the Secretary's remarks about what makes a successful school and that all children can succeed regardless of family income, race or ethnic background, or their physical location whether it is a rural area or the inner city. I am also pleased the Administration has asked for increased funding for Chapter I so that we can begin, even in a small way, to reach more children in need.

Mr. Chairman, I look forward to these series of hearings on the Elementary and Secondary Education Act, both Chapters I and II. You and Senator Stafford are to be commended for your continuous and strong support for the children of our nation who need our help the most in order to achieve in school so that they can achieve in life and add to the strength of our country.

Senator PELL. I would turn the proceedings over at this point to the Secretary of Education, Mr. Bennett.

STATEMENT OF HON. WILLIAM J. BENNETT, SECRETARY, UNITED STATES DEPARTMENT OF EDUCATION, ACCOMPANIED BY WENDELL WILLKIE, GENERAL COUNSEL, AND BRUCE CARNES, DEPUTY UNDER SECRETARY, FOR PLANNING BUDGET AND EVALUATION

Secretary BENNETT. Thank you, Mr. Chairman, Senator Stafford. If I might begin, Mr. Chairman, by introducing my colleagues, with me. To my right is my general counsel, Mr. Wendell Willkie, and to my left is Deputy Under Secretary Dr. Bruce Carnes.

I am very pleased to be here today to testify on behalf of the Administration's proposal for the reauthorization of the Education Consolidation and Improvement Act of 1981. Our proposal would bring about needed improvements, we believe, in the educational assistance provided through Chapters 1 and 2 of ECIA. We think this is a good bill; we are proud of it.

Mr. Chairman, I would particularly like to thank you for introducing our proposal in the Senate last week. What I think is most important about this bill, Mr. Chairman, are the concepts, the ideas that are embodied in this proposal, and, I might add, in other proposals in regard to reauthorization of Chapter 1 that we see in Washington.

I think as important as anything is to get these concepts, these ideas which should govern the delivery of educational services, whether they be Chapter 1 funds or other funds, or State funds, and get these to be the currency of the realm.

ECIA reauthorization is our vehicle, our way of getting what works, what we have found to be effective in education, to be the currency of the educational realm.

Assisting States and localities in the education of the disadvantaged is one of the Federal government's most important responsibilities in the field of education, and I think it is clear from my interests and my actions and where I spend my time that it is one of my top priorities as Secretary of Education.

Chapter 1 is the principal programmatic vehicle for providing that aid. On the whole, Chapter 1 has been moderately successful in improving the educational performance of the disadvantaged.

Yet, I think we would all agree that Chapter 1 could be more effective. It has not achieved all that we hoped or expected or all that we should expect of Federal educational assistance to disadvantaged children.

What should we improve? Well, the goal underlying Chapter 1 to provide equal educational opportunity to all American children is right. It is in the best tradition of our democratic ideals, our faith in education, and our Federal government's commitment to helping the needy.

With the $200 million increase proposed by the Administration, the funding of Chapter 1, too, will be suited to the task.

In developing our proposal, we have sought views from many quarters. We have considered what is known as "effective schools" research. This research was primarily conducted in inner-city schools, schools that have been especially effective in educating disadvantaged children.

These schools succeed where many today think it is impossible to succeed. I have visited a number of these schools in cities across the country and their achievements are indeed remarkable. They are literally saving lives.

What is it that makes these schools succeed where others fail? How do they help students, many of whom are Chapter 1 students, many children who many people thought were beyond help?

Well, as with Chapter 1 itself, the effectiveness of these schools is not primarily a matter of funding. To be sure, these schools have the finances they need to get by, but so do other schools that fail in similar situations.

Research, common sense, and experience show that these schools succeed not because of what they have, but because of what they do. They concentrate on the basics, math and English and history and science. They place a premium on homework. They rely on strong leadership. They involve parents both within the school and in helping their children at home.

Finally, these schools succeed because they emphasize results. They set clear goals and standards for all students, and they regularly assess their progress toward those goals. When they fall short, they do not despair, nor do they look the other way. What they do is redouble their efforts.

As I said in a series of speeches earlier this year, we must aim to create more, many more such schools. Where possible, it should be the goal of government in the States and here in Washington, D.C., to incorporate the characteristics of these successful schools into their programs and policies. This is one of the chief aims of our proposal for the reauthorization of ECIA.

It should be noted that the nation's governors are also moving in this direction, as exemplified by numerous reform efforts at the State level and by the report of the National Governors' Association, "Time for Results," a report issued last summer.

Last week, the Human Resources Committee of the National Governors' Association adopted a platform on the Federal role in elementary and secondary education. The governors stressed that the Federal government should respect the States' responsibilities to set high standards for all students, allow parents to be teachers, and help States reward performance and focus on the neediest schools.

The governors made clear that their proposed policy does not suggest increases in Federal funding. It merely suggests better utilization and allocation of Federal resources.

As I have said, one of the defining characteristics of effective schools is that they concentrate on results. They are what we call results-oriented; they constantly assess their performance, codifying what works and reforming what does not. In several important respects, we have embodied this emphasis on results in our proposals for Chapter 1.

First, we aim to reward success. As any businessman knows, such a strategy is essential to effective management. Any educator knows that it is essential to effective education as well.

Yet, currently under Chapter 1 good and bad programs are rewarded equally. Both can count on receiving essentially the same funding and the same treatment year in and year out, regardless of the caliber of their performance. This should change.

In order to improve the educational services provided under Chapter 1, we must provide more recognition to those who run outstanding programs and we must provide more incentive for others to do the same. Our proposal would do this by creating a set-aside at the State level specifically for rewarding success. The States would make grants to school districts for replicating or extending highly effective Chapter 1 programs.

Second, our proposal would make Chapter 1 more results-oriented by instituting greater accountability. Right now, just as there is no reward for a Chapter 1 program that works effectively, so there is little penalty for one that runs awry.

Sell bad hamburger meat in this country and there is a government agency waiting to catch you, fine you, maybe even put you out of business. But take Federal funds and run an utterly ineffective compensatory education program and the Federal government will come around to provide more funds the following year.

In order for the Federal government to do right by disadvantaged children and by the taxpayers, we must do more than merely furnish services. If a program is not helping children improve their skills and their performance, we must ensure that those who administer it, State and local agencies, are held accountable.

Our bill would introduce greater accountability by requiring each State educational agency to assess the effectiveness of its local Chapter 1 programs at least once every three years, and to make the results of that assessment available to the general public.

Where the State agency finds a program to be ineffective or inequitable, the agency would take whatever measures are necessary to put that program in order. The State educational agency, not the Federal government, would decide on specific remedies.

Third, our proposal would increase accountability by increasing parental choice. Under our proposal, local districts would be permitted to issue compensatory education certificates to parents of children receiving Chapter 1 services. This is a limited voucher.

If a local school district chooses to offer the certificates, parents could redeem them at the local public school, or if they felt that better remedial assistance was available elsewhere, they could take the certificates to another public or private school or other eligible provider in the area offering compensatory services. With parental choice, effective programs would be rewarded and ineffective programs would be spurred to improve.

The compensatory education certificate and other provisions in the proposal would also foster parental involvement, another feature that researchers say is key to the success of effective innercity schools.

In addition to ensuring that the children served by Chapter 1 are served well, our proposal includes provisions to ensure that it is the right children who are being served. We have included provisions intended to direct more funds to districts with especially high numbers of poor children, to direct funds to the poorest areas within districts, and to ensure that districts provide services not simply to some of their needy students, but to the very neediest among them.

We have also sought to remedy discrepancies in assistance to disadvantaged private school children caused by the Supreme Court's Felton decision, to which you earlier referred.

An important feature of the original Elementary and Secondary Education Act was its intention to serve disadvantaged students in public and private schools alike. For 22 years now, the principle that eligible children will be served, no matter what school they attend, has been at the heart of Federal aid to education.

Since the Felton decision, however, the number of private school children participating in Chapter 1 has declined by about 20 percent, and the cost of serving those students has significantly increased.

Our proposal would help restore services to private school children by enabling school districts to issue compensatory education certificates and by requiring State education agencies to step in and to correct deficiencies in local districts that do not provide effective and equitable services to private school children.

Finally, we have sought to provide districts more room for experimentation and innovation in the best ways to educate disadvantaged children.

Well, these are some of the ways in which our proposal for the reauthorization of ECIA would help fulfill the promise of Chapter 1. We believe these reforms accord with the priority already given education programs serving the disadvantaged in the Administration's budget. In this year of tight fiscal restraint, we have proposed a $200 million increase in the funding of Chapter 1.

Allow me just briefly to discuss Chapter 2. In our proposal, our intention is to grant States the flexibility to apply Chapter 2 funds for any purpose directly related to education reform and improving educational quality.

It is the States, not the Federal government, that have the authority to institute the sorts of education reforms advocated in recent education reports like "A Nation at Risk," "What Works," "First Lessons," and the governors '"Time for Results." Freeing States to use grants for this purpose is one of the more important ways in which the Federal government can help speed the movement for education reform.

These, then, are the key elements of the Administration's proposal for the reauthorization of the Education Consolidation and Improvement Act. We believe it is a strong proposal. We have been heartened particularly by the support that members of Congress have shown for increasing the emphasis on performance, on results, in Chapter 1 programs.

Mr. Chairman and members of the Committee, I appreciate this opportunity to testify before you on our proposal. We will be happy to answer any questions that you might have of us. Thank you.

[The prepared statement of Secretary Bennett follows:]

TESTIMONY OF
WILLIAM J. BENNETT
SECRETARY OF EDUCATION

BEFORE THE SUBCOMMITTEE
ON EDUCATION, ARTS AND HUMANITIES,
SENATE LABOR AND HUMAN RESOURCES COMMITTEE
March 5, 1987

Mr. Chairman and Members of the Subcommittee, I am pleased to be here today to testify on behalf of the Administration's proposal for the reauthorization of the Education Consolidation and Improvement Act of 1981. Our proposal would bring about needed improvements in the educational assistance provided through Chapters 1 and 2 of ECIA. This is a good bill; we are proud of it. Mr. Chairman, I would particularly like to thank you for introducing our proposal in the Senate last week.

Assisting with the education of the disadvantaged is one of the Federal Government's most important responsibilities in the field of education, and it is one of my top priorities as Education Secretary. Chapter 1 is the principal programmatic vehicle for providing that aid. On the whole, Chapter 1 has been moderately successful in improving the educational performance of the disadvantaged. Yet I think we would all agree that Chapter 1 could be more effective. It has not achieved all that we hoped or expected, or all that we should expect of Federal educational assistance to disadvantaged children.

What should we improve? The goal underlying Chapter 1 -- to provide equal educational opportunity to all American children -- is right. It is in the best tradition of our democratic ideals, our faith in education, and our Federal Government's commitment to helping the needy. With the $200 million increase proposed by the Administration, the funding of Chapter 1, too, will be suited to the task.

Where Chapter 1 is most in need of shoring up is in the way that it is deployed at the local level. In education particularly, what goes on locally -- in individual schools and classrooms -- is crucial in determining a Federal program's success. It is a more important factor in the equation than the overall level of funding. For this reason, the most important step we can now take toward better serving the Nation's disadvantaged children, and better fulfilling the promise of Chapter 1, is improving Chapter 1 services at the local level. The Administration's proposal for the reauthorization of Chapter 1 would help bring about that necessary improvement.

In drafting our proposal, we have sought views and ideas from many quarters. The Department's top officials and I have met with researchers, policy analysts, and school and Chapter 1 administrators for intensive discussion on Chapter 1 reauthorization. We held six public forums and invited over 50 national groups and organizations to attend and provide their recommendations. I also asked the public and all Members of Congress to provide us with their views. Our discussions revealed broad support for increasing accountability, rewarding success, and targeting funds more effectively as a part of the reauthorization of Chapter 1.

In developing our proposal, we have also consulted what is known as effective schools research. This research was conducted primarily in inner-city schools that have been especially effective in educating disadvantaged students. These schools succeed where many today think it impossible. I have visited a number of such schools, in cities across the country, and their achievements are indeed remarkable. They are literally saving lives.

What is it that makes these schools succeed where others fail? How do they help students -- many of them Chapter 1 students -- whom many thought beyond help? As with Chapter 1 itself, their effectiveness is not primarily a matter of funding. To be sure, these schools have the finances they need to get by. But so do other schools that fail in similar situations. The research shows that these schools succeed not because of what they have, but because of what they do. They concentrate on the basics -- math, English, history, and science -- and they place a premium on homework. They rely on strong leadership. They involve parents, both within the school and in helping their children at home. Finally, these schools succeed because they emphasize results. They set clear goals and standards -- for all students -- and they regularly assess their progress toward those goals. When they fall short, they do not despair or look the other way -- they redouble their efforts.

As I said in a series of speeches earlier this year, it should be our goal to create more, many more such schools. Where possible, it should be the goal of government -- in the States and in

Washington -- to promote the characteristics of successful schools through public programs and policies. The reforms we propose in the Federal Government's largest elementary and secondary school program are our way of doing that; they are our way of bringing the education reform movement to the federal level. This proposal is one more effort to make what works the currency of the realm in education.

It should be noted that the nation's governors are also moving in this direction, as exemplified by numerous reform efforts at the State level, and by the report of the National Governors' Association, Time for Results. Last week, the National Governors' Association adopted a platform on the Federal role in elementary and secondary education. The governors stressed that the Federal Government should respect the States' responsibilities to set high standards for all students, allow parents to be teachers, and help States reward performance and focus on the neediest schools. The governors made clear that their proposed policy does not "suggest increases in Federal funding. It merely suggests better utilization and allocation of Federal resources."

As I have said, one of the defining characteristics of effective schools is that they concentrate on results. They are what we call results-oriented: they constantly assess their performance, codifying what works and reforming what does not. In several important respects, we have embodied this emphasis on results in our proposals for Chapter 1.

First, we aim to reward success. As any businessman knows, rewarding success is essential to effective management; any educator knows that it is essential to effective education as well. Yet currently under Chapter 1, good and bad programs are rewarded equally: both can count on receiving essentially the same funding and the same treatment year in and year out, regardless of the caliber of their performance.

This should change. In order to improve the educational services provided under Chapter 1, we must provide more recognition to those who run outstanding programs, and we must provide more incentive for others to do the same. Our proposal would do this by creating a set-aside at the State level specifically for rewarding success; the States would make grants to school districts for replicating or extending highly effective Chapter 1 programs.

Second, our proposal would make Chapter 1 more results-oriented by instituting greater accountability. Right now, just as there is no reward for a Chapter 1 program that works effectively, so there is little penalty for one that runs awry. Sell bad hamburger meat in this country, and there is a government agency waiting to catch you, fine you, maybe even put you out of business. But take Federal funds and run an utterly ineffective compensatory education program, and the Federal Government will be around to provide more funds the following year.

In order for the Federal Government to do right by disadvantaged children -- and by the taxpayers -- we must do more than merely furnish services. If a program is not helping children improve their skills and performance, we must ensure that those who administer it -- the State and local agencies -- are held accountable. Our bill would introduce greater accountability by requiring each State educational agency to assess the effectiveness of its local Chapter 1 programs at least once every three years, and to make the results of that assessment available to the general public. Where the State agency finds a program to be ineffective or inequitable, the agency would take whatever measures are necessary to put that program in order. The State educational agency, not the Federal Government, would decide on specific remedies.

Third, our proposal would increase accountability by increasing parental choice. Under the proposal, local districts would be permitted to issue Compensatory Education Certificates to parents of children receiving Chapter 1 services. If a local district chooses to offer the certificates, parents could redeem them at the local public school or, if they felt that better remedial assistance was available elsewhere, they could take the certificates to another public or private school or other eligible provider in the area offering compensatory services. With parental choice, effective programs would be rewarded, and ineffective programs would be spurred to improve.

The Compensatory Education Certificate and other provisions in the proposal would also foster parental involvement -- another feature that researchers say is key to the success of effective inner-city schools.

In addition to ensuring that the children served by Chapter 1 are served well, our proposal includes provisions to ensure that it is the right children who are being served. We have included provisions intended to direct more funds to districts with especially high numbers of poor children; to direct funds to the poorest areas within districts; and to ensure that districts provide services not simply to some of their needy students, but to the very neediest among them.

We have also sought to remedy discrepancies in assistance to disadvantaged private school children caused by the Supreme Court's Felton decision. An important feature of the original Elementary and Secondary Education Act was its intention to serve disadvantaged students in public and private schools alike. For more than 20 years now, the principle that eligible children will be served, no matter what school they attend, has been at the heart of Federal aid to education. Since the Felton decision, however, the number of private school children participating in Chapter 1 has declined by about 20 percent, and the cost of serving those students has significantly increased. Our proposal would help restore services to private school children by enabling school districts to issue Compensatory Education Certificates, and by requiring State Education Agencies to step in and correct deficiencies in local districts that do not provide effective and equitable services to private school children.

Finally, we have sought to provide districts more room for experimentation and innovation in the best ways to educate disadvantaged children.

These are some of the ways in which our proposal for the reauthorization of ECIA would help fulfill the promise of Chapter 1. These reforms accord with the priority already given education programs serving the disadvantaged in the Administration's budget. In this year of tight fiscal restraint, we have proposed a $200 million increase in funding of Chapter 1.

Allow me briefly to discuss Chapter 2. In our proposal, our intention is to grant States the flexibility to apply Chapter 2 funds for any purpose directly related to education reform and improving educational quality. It is the States, not the Federal Government, that have the authority to institute the sorts of education reforms advocated in recent education reports like A Nation at Risk, What Works, First Lessons, and the governors' Time for Results. Freeing States to use grants for this purpose is one of the more important ways in which the Federal Government can help speed the movement for education reform.

These, then, are the key elements of the Administration's proposal for the reauthorization of the Education Consolidation and Improvement Act. It is a strong proposal. We have been heartened, particularly, by the support that Members of Congress have shown for increasing the emphasis on performance, on actual results, in Chapter 1 programs. Mr. Chairman and Members of the Subcommittee, I appreciate this opportunity to testify before you on our proposal, and I will be happy to answer any questions that you may have.

Senator PELL. Thank you very much.

Senator Mikulski, do you have any opening statement?

Senator MIKULSKI. No, Mr. Chairman. My remarks will be as part of the questions. Thank you very much.

Senator PELL. Thank you very much.

Senator Weicker.

Senator WEICKER. I have no opening statement. I do have questions. Thank you.

Senator PELL. Thank you very much.

I think we will follow the ten-minute rule for the questions and we can have a second round if we so choose and wish to do it.

On this point about the voucher programs, Mr. Secretary, why, in your view, are school officials, teachers, administrators, school board members and even parents groups so opposed to the modified voucher proposal that you have put forward, in view of the fact that it does involve local option? As you know, to oversimplify it, the feeling is intense.

Secretary BENNETT. You are asking me why is the feeling so intense?

Senator PELL. Yes.

Secretary BENNETT. I guess the reason the feeling is so intense is that this would introduce the possibility of a different way of doing business in American public education.

I would point out that the proposal for choice that we have in this reauthorization proposal is a more limited form of choice than we saw last year, than we had last year in our proposal, Mr. Chairman.

I think that it really is a matter of the distribution of power, the distribution of decisionmaking authority within the school system. We believe that under certain circumstances, such as the ones that we describe, parents should be given greater authority, greater discretion to make a choice of where their children will receive compensatory education certificates.

Two comments about that. Putting it baldly, it does not seem to me that a school, which starts with the presumptive right and responsibility to educate neighborhood children who have chosen to attend that school, should keep that right or responsibility absolutely.

I think the responsibility and the right to have those children in class can be forfeited by failing to do justice by those children. In the context of our proposal, if a school has Chapter 1 funds from us but it is not using those funds in a way that helps educate its Chapter 1 students, and if evaluation by the State or local education authority confirms that those students are consistently not learning, we think it just makes sense to provide for those children's education somewhere else.

It is more important to me that parents have that opportunity to find the school that will provide good Chapter 1 services. Indeed, it is more important to me that each child be educated—that is the bottom line—than that the school keep absolute authority to educate that child. I think that authority over the child is conditional upon the school doing a good job of educating that child.

Senator Pell. I do not think you have answered the question, though, which is why is there so much local opposition on the part of everybody connected with education to the voucher proposal.

Secretary Bennett. Well, many parents are very much in favor of this idea, but you will not find strong support in the educational establishment, that is correct.

Senator Pell. Thank you.

Dr. Carnes. If I could just elaborate on that, Mr. Chairman, I do not think that we could say that the education community is monolithic on this point. Actually, in various places throughout the country, there are people who are local superintendents or other education officials who are intrigued with the idea, particularly as we are advancing it in our compensatory education certificate proposal.

In Florida, for example, a local superintendent is attracted by the idea of the compensatory education certificate as one of the options that he could avail himself of in order to help improve the quality of education in his locality.

There are other superintendents throughout the country that also have quite an open mind on this. I think that there has been over the last two or three years a considerable amount of discussion of this, and I think people are more aware of what is entailed here and they feel less threatened by it and see that it actually offers a chance for both educators as well as parents to improve their schools.

Mr. Willkie. If I could make one further comment, Mr. Chairman, much of whatever animus may be directed at the Administration's proposal to enhance parental choice may reflect the afterglow of last year's deliberations and controversy regarding our TEACH proposal.

There are substantial differences, extraordinary differences between our proposal this year and that advanced last year. We thought that last year's proposal was a good one, but I think the one we are advancing this year substantially accommodates many of the objections that were raised in the context of last year's discussion.

This choice proposal provides for full civil rights coverage in the context of the private schools. It addresses the administrative concerns that had been raised because it provides the local school districts the flexibility to introduce this concept when and where they deem it most appropriate.

It provides for redemption of certificates solely to obtain compensatory services. It does not allow for reimbursement for private school tuition. I think in these ways, we have substantially addressed many of the concerns that had been raised last year.

But because that discussion was such a heated one, I think that some of that may have spilled over into this year's discussions, but we have just come out publicly with this proposal in the last few weeks and we are optimistic that we can encourage a positive, constructive debate on these concepts.

Senator Pell. Following up your thought there, how can we ensure that the money is spent on compensatory education and only on that?

Mr. **Willkie**. Because first of all, the parent makes the choice. The parent has obviously got an interest in ensuring that the alternative services procured by way of the certificate are in the best educational interests of the child.

Secondly, the school district has a due diligence obligation to ensure that the services that are provided meet the requirements, the specifications of the statute, in the same way that States today monitor in a variety of ways the performance of private schools.

They do not make assessments necessarily as to quality, but they can determine whether or not a school meets, for example, the compulsory education requirements of the statute.

So I think the combination of the parent's interest in the education of the child and the due diligence requirements imposed on the school district will help to satisfy those concerns.

Senator **Pell**. I know that in my own State there is great lack of enthusiasm for the voucher proposal on the part of all groups, including parents, but it may be different in other States and we will weigh carefully your arguments as we write up the legislation.

But in that regard, what modifications could you make in your plan, or are you really quite dug in on your proposal as is?

Secretary **Bennett**. No, we are not dug in. I think you can take the change that you see from last year's proposal as emblematic of our willingness to discuss every one of these issues.

We would be happy to work with you or others about modifications of any of the ideas here, but we put forward this proposal because we think, in good conscience, this is the way to go.

We are having an interesting national conversation, Mr. Chairman, right now about this whole idea of choice. There are some, I think, who will simply react negatively whenever you hear the word "choice," and some who will try to call any effort to provide parental choice an effort to hurt the school system.

Each of these ideas in our proposal, particularly the idea about the compensatory education certificates, has been reviewed very carefully over a long period of time and we would ask simply that it be examined on the merits.

Once again, in this proposal it has got to be the State education agency or the local education agency that makes the determination. Am I correct, Wendell?

Mr. **Willkie**. That is correct.

Secretary **Bennett**. If the child's parents are to be given a compensatory education certificate, State or local officials must choose to adopt that option.

So, if you will, Mr. Chairman, to have the compensatory education certificate in effect, we have to win over a State or local education authority, at least on a retail basis, for them to deliver the certificate. We are confident that many will consider this under the kind of circumstances that we describe.

Senator **Pell**. Thank you very much.

We will turn now to Senator Weicker.

Senator **Weicker**. Thank you very much, Mr. Chairman.

I have my own questions, but, of course, I have to ask the question that the problem does not seem to be overcome by your newest proposal; the problem I refer to is that if there indeed are failings within the public education system, then why are we not going ahead and correcting those failings within the public education system?

Secretary BENNETT. Well, we are.

Senator WEICKER. That is our job; that is your job, that is my job.

Secretary BENNETT. Right.

Senator WEICKER. I am not responsible for private schools at the local level or at the State level, or whatever have you. I am responsible to try to make sure that whatever responsibility the Federal government is charged with, we execute excellently on that.

Secretary BENNETT. Right, I agree. I agree that we should execute excellently, and I think that this proposal—and I do not know if you are talking about the compensatory education certificate part of the proposal—is one more vehicle for improving the education of schools at the local level.

It seems to me that throughout education generally, not just in the context of Chapter 1, there are several things that improve the quality of education. Most of them are in the features of this bill. Accountability is one, and thus you see the features for accountability; here, the possible worry on the part of the school is that if it does not measure up, it might lose a few of its students, at least in the context of its Chapter 1 program.

I think both things are very positive toward improving schools at the local level.

Senator WEICKER. Well, again, you are using the mechanism of schools outside of the public education sector to try to achieve that excellence. What I am saying to you is that it would seem incumbent upon us to devise the mechanisms within the Federal-local-State system to achieve that end in public education.

I am not concerned, as I said before, one way or the other as to what the private schools do. I am only interested in the system over which I am in charge or play a role, if you will, in the policies of that system.

Secretary BENNETT. Let me just comment. I think I agree with you in large part. Obviously, as Secretary of Education, I am required to pay attention to what is going on in all schools.

As the person who is responsible for administering the Chapter 1 program, I cannot choose not to be concerned with the children in private schools because Congress wants those children who are eligible for Chapter 1 in private schools to receive those services, so I cannot ignore them.

But in terms of a national priority, I have focused on the improvement of public school education. That is why I have been to so many public schools and talked about it and introduced proposals for improvement there. So I agree with you on that and where our focus should be.

But that does not absolve us from the responsibility for two things; one, being sure that we do not ignore or forget those children in private or parochial schools who are eligible and whom Congress wishes to have served; and, second, forseeing the vehicle of parental choice under the specific circumstances we enumerate as one possible way of improving those schools.

Senator WEICKER. I see in your reauthorization proposal that you would like to merge the Chapter 1 State agency handicapped program with the Education of the Handicapped Act and ultimately eliminate all Chapter 1 funding for handicapped children.

As the Department's own evaluation of the Chapter 1 handicapped program indicates, over the 20 years that this program has been in place, States more and more are using these funds to assist children not adequately served through other programs. The provision of services to infants is a good example of what some States have done with their Chapter 1 funds.

While I have not yet seen the details of your proposal, I am particularly concerned about the potential adverse impact on services to handicapped infants that could result if your proposal were enacted.

Since your Department has proposed eliminating all funding for the early intervention program for handicapped infants from birth through age two—and I want to reemphasize that that is your proposal; it is not going anywhere, but that is your proposal—and is not proposing to amend 94-142 to serve infants, and would eliminate the Chapter 1 handicapped program, how would we ensure that these children do, in fact, receive any services?

Secretary **Bennett**. Dr. Carnes?

Dr. **Carnes**. Yes. If I might, Mr. Weicker, of course, this is not a budgetary proposal. I want to make that quite clear from the beginning. The money that is provided in the Chapter 1 handicapped program would shift in its entirety to EHA, and so it is not a budgetary initiative that we are proposing here.

Its motivation essentially is to try to bring some order to the handicapped programs that are serving children in American schools. As you know, the Chapter 1 handicapped program predates 94-142.

Senator **Weicker**. That is right.

Dr. **Carnes**. And so what we are trying to do is simply to put all those programs that serve handicapped children into EHA, particularly this small piece of education for the handicapped.

As to the question of whether children would be served, let me just mention that the current way Chapter 1 handicapped is set up, it provides incentives for States to put children into State institutions or State-supported institutions rather than least-restrictive environments.

If we can move those children more into EHA under 94-142, we can move them more into least-restrictive environments, which is, I think, both our objective and, as I understand it, the objective of Congress as well. Thus, we think, it is better for the children if they are under EHA than under Chapter 1 handicapped services.

Senator **Weicker**. Well, the problem I have got—I am not disagreeing with anything that you say.

Dr. **Carnes**. Right.

Senator **Weicker**. The problem I have is that this is all very well and good conceptually, but when you fellows propose cuts in 94-142 and elimination of early intervention and taking it out of Chapter 1, where is this money going to come from to do this?

Dr. **Carnes**. Yes, sir. Let me discuss the infants part of this, again. We would move these children into protections under 94-142, and that does mean that the zero to two provision would not be included when it moved to 94-142 because Congress did not see fit to extend that provision to the basic State grant feature of EHA.

Our proposal with respect to infants and toddlers is, in our view, a separate issue entirely from the question of whether this on its merits should be incorporated under EHA. I hope I have answered your question on that.

Senator **WEICKER**. Well, not entirely, but I am not going to pursue it much longer except to the extent that when we amended 94-142, we did make provision for zero to two, and then closed subsequent loopholes in later years.

Dr. **CARNES**. Yes, sir.

Senator **WEICKER**. And here we have an administration that is now trying to roll that back, to eliminate it.

Dr. **CARNES**. Yes, sir, but not in the basic State grant where it does not exist.

Senator **WEICKER**. No, I grant you.

Dr. **CARNES**. Right.

Senator **WEICKER**. Nobody is arguing that point of the basic State grant. That is a separate proposal for eliminating it. That is what leads me to ask the question as to how are these infants going to be served.

If you succeed in all of your measures, where are these children going to be served from?

Dr. **CARNES**. Well, as you know, we have indicated with respect to our infants and toddlers provisions and to that provision in law now that in our view, it is not a question of whether these children should be served; obviously, they should be served.

We are suggesting that the proper place that they should be served is through HHS, through medical programs rather than through educational programs. Children at the age of a few months or one or two years—this is the essence of our proposal—are more appropriately dealt with through HHS programs, many of which already deal with those children.

Senator **WEICKER**. Oh, now, wait a minute. You know, the state of art fortunately is such today that we have found that it is through education that these youngsters are able to achieve physical and mental well-being; not through medicine, through education, through the fact that they are educated within a few hours after their birth.

You can mainstream those children; you will not have to put them in an institution. That is the conflict today. The unfortunate parents whose children never had that opportunity and whose children are in institutions are fighting and scrapping around for the few dollars that are out there against those parents whose children are being born in an era when we have educated them and they can be mainstreamed.

There are plenty of medical problems, and I can speak rather personally on them. That is not a medical problem. It is an education problem and, I might add, not a problem; an educational opportunity is the better way to go ahead and phrase it.

My time is up. Thank you, Mr. Chairman.

Senator **PELL**. Thank you very much, Senator Weicker.

Senator Mikulski.

Senator **MIKULSKI**. Thank you very much, Mr. Chairman.

Mr. Secretary, and your team, the thrust of my comments and questions really focuses on how we can get a dollar's worth of educational services for a dollar's worth of taxes, and how we can provide maximum flexibility so that we can meet local needs.

I was around working in the War on Poverty when the ESEA program was created, which is essentially the linch pin of what we have under discussion today. The reason the Federal government was going to get into the local education business was to provide money in addition to local resources. Federal Involvement was never meant to be in lieu of, but in addition to local involvement.

American policymakers, the Congress, said we have a whole population out here of disadvantaged kids; they need more resources in order to help them fully participate in American society. That was the goal of the program.

I think that continues to be the goal of the program, and I think we share that; that we are never to be a substitute for local initiative, local creativity, or local money, and I think we would agree.

Traveling around the State of Maryland as a new Senator, Chapter 1 and Chapter 2 get high marks. Whether you talk to the local county executive, the local superintendent, or the local Chamber of Commerce, what they say is one of the most important things is education, and Chapter 1 and Chapter 2.

What they tell me in terms of the appropriate role of the Federal government—and I would like to use this in addition to our discussion on compensatory education—they said, you know what the Federal government should be doing? One, providing us the money to meet Federal mandates.

They particularly spoke up about providing adequate funds to meet the public mandate on 94-142, our responsibility for handicapped children. They talked about providing the funds to meet desegregation mandates which they wish to comply with, asbestos in schools, but then they said, Senator, Chapter 1, Chapter 2 and vocational education are working. We do not need new programs; we do not need new administrative gimmicks. We know how to provide for the funds. In fact, Senator, because of the restructuring of our economy, the move more to the service industry, Chapter 1 is growing. Senator, where your people used to make union wages, it is now the machinist who is laid off and his daughter is working for Citicorp being a word processor.

Having said that, Mr. Secretary, I know that what your proposals are saying is we are going to do better with less. I think that is a noble goal. I want to challenge that, I want to challenge that. I think we can do more with more, having a results-oriented strategy as you are talking about.

Let me tell you what my concerns are about your proposals. Probably, the basic one is I am concerned that local administrators will start cooking the books in order to get the bucks.

They are going to spend their time and energy trying to figure out how to get the money rather than being creative to serve America's disadvantaged children. What we are substituting here is more management, less flexibility. The energies will go into less local creativity, and administrators and local school districts and principals and parents will start to say how can we get the money, rather than how can we help the kids.

How would you answer those challenges, because I am seeing that when you need to get money by showing statistical success, often the energy does not go into the kids; it goes into cooking the books?

Secretary **Bennett**. Well, let me just briefly say that I do not see that our proposal suggests either less money or less flexibility. We are suggesting more flexibility and we are actually, as you know, requesting an increase of $200 million, so we want to do more with a little more and give greater flexibility. But we also do want greater accountability.

I do not know exactly what you mean by "cooking the books." Do you mean cooking the scores? Do you mean saying our kids are scoring high?

Senator **Mikulski**. Well, how would they get the money? I read your little briefing paper, your skimpy briefing paper, I might add. I have gone through your testimony and I do not see how it would work.

You are talking about, first of all, targeting, right?

Secretary **Bennett**. Right.

Senator **Mikulski**. Then you are talking about the money going to local school districts and then schools applying, proving that they are disadvantaged. Is that right?

Secretary **Bennett**. Right.

Senator **Mikulski**. So you are talking about targeting. Well, I am sitting around Rhode Island or I am sitting around Indiana or I am sitting around South Carolina. How would I go about getting that?

Secretary **Bennett**. Dr. Carnes?

Dr. **Carnes**. Senator, States do that now. They supply information to the Federal government on the number of poor kids in the counties. We then send, on the basis of that count, an allocation of dollars to the States and the States in turn distribute those monies to the local school districts. That mechanism is going to remain unchanged.

The only thing that we are saying is that we want to push more of those monies to counties and districts that have higher concentrations of poor students. It does not involve any greater administrative burden on localities or States in order to do that.

Currently, 90 percent of the school districts in this country participate in this program. This was never the intention of this program to have that wide a distribution.

Obviously, the money is spread far too widely. The result is that you have lots of kids who really should be served in this program, but who are not served in the program because the money is spread too thin.

We would like to push it to districts that have greater concentrations of poor students. That is simply a question of redirecting resources to areas with a high density of poor children.

Senator **Mikulski**. What, then, are the eligibility requirements?

Dr. **Carnes**. Right now, the eligibility requirement is any district that has ten poor students in it is eligible for Chapter 1 funds.

Senator **Mikulski**. Excuse me, I could not hear you.

Dr. **Carnes**. Any school district that has ten children that are from low-income families is eligible for Chapter 1 funds.

Senator **Mikulski**. And how would you change that?

Dr. CARNES. There is a concentration grant provision in the statute. We would allocate the first five percent of Chapter 1 money through the existing concentration grant formula. Under our formula, funds would go to those LEAs that had either 5,000 poor students or in which 20 percent of their students were poor.

The remaining portion of the Chapter 1 money would go to those districts on the basis of the count of poor children in excess of two percent at the number of children in the district. Beyond that, we would require that LEAs would have to focus funds on the poorest one-third of the schools in their district. If the average poverty concentration was uniform, then they could spread the money across all school attendance areas.

And then beyond that, we would have them make sure that they serve the neediest kids first.

Senator MIKULSKI. Mr. Chairman, I want to focus on some other things. I have some other questions. I really need a concrete description of your criteria.

Secretary BENNETT. We can give you some more specifics on it.

Senator MIKULSKI. Let me give you an example of this 5,000 or less to be sure I have got it right. I would like to take a county in Maryland, Garrett County. It is adjacent to the borders of West Virginia. It only has 28,000 Marylanders in it.

It is among the poorest of our counties, and public education—there are no other alternatives; the public school system is it. The ability for local government to raise high revenues is extremely limited, and I am sure you have read stories in the Post about our struggles to improve that.

How would that kind of program work in Garrett County, because I do not know if there are 5,000 kids in a——

Secretary BENNETT. There do not have to be.

Go ahead.

Dr. CARNES. We have taken that into account, Senator, and what we are saying is that it can either be 5,000 kids or it can be 20 percent of the kids in your county. If 20 percent of the kids in your county were low-income students, then you are eligible for Chapter 1 concentration grants.

Garrett county would likely win under this proposal. As we look at it, the allocation that they are going to receive under our proposal is going to increase.

Secretary BENNETT. Could I make a comment, Senator, on the specifics? I mean, you started with a history and then you said how will it work. Again, as I said to the Chairman, we are happy to work on the specifics here or the logistics on how we go about this.

But just stepping back from it, here is this program which was conceived at the time you mentioned, when you were observing it. It was supposed to be helping poor children learn.

Ninety percent of the school districts in this country receive Chapter 1 funds. Almost sixty percent of the children who are receiving Chapter 1 aid are not poor. This is why we are saying targeting has to be better.

We are happy to argue details, different procedures, but there is something wrong. I mean, there is Garrett County, and Garrett County wins. Should Montgomery County win? Should Montgomery County get more or less?

Senator MIKULSKI. Parts of it should.

Secretary BENNETT. Okay. Well, you are the wrong person to ask, I guess. [Laughter.]

Any Maryland county, fair enough.

But is it fair enough to say that the people who framed this bill were thinking more of Garrett County and Baltimore City than of Montgomery County? That is where I live. I will get some heat for saying this.

I am not saying that Chapter 1 grants should be eliminated from Montgomery County, but where we concentrate the money, it seems to me, should be on where the poor kids are located.

Senator MIKULSKI. Could you give me a list of that criteria?

Secretary BENNETT. Right.

Senator MIKULSKI. Mr. Chairman, how is my time doing?

Senator PELL. It has just about expired.

Senator MIKULSKI. Well, fine; I will wait for the second witness. Thank you very much.

Secretary BENNETT. You are welcome.

Senator PELL. Senator Thurmond.

Senator THURMOND. Thank you, Mr. Chairman. Mr. Chairman, I ask unanimous consent that my statement be placed with the other opening statements in the record.

Senator PELL. That will be inserted in the record as if read.

Senator THURMOND. I want to take this opportunity to welcome Secretary Bennett and commend him for his sound leadership at the Department of Education. I think he has brought fresh ideas into discussions on education that are very helpful.

I have a question or two, Secretary Bennett; either you or one of your aides can answer them.

Do you think schools in America are doing enough to help the education of disadvantaged students? In your travels across the country, what are some of the steps that local schools have taken to help the education of disadvantaged students?

Secretary BENNETT. I would say no, schools are not doing enough to educate our disadvantaged students, but then I would want to disaggregate the question, as we say. Some schools are doing an excellent job, some schools are not; too many schools are not.

Cowpens Elementary School in South Carolina, for example, is doing an excellent job, and there are many other good elementary schools in South Carolina doing a very good job, but some of them are not and they need to do more.

What works in the education of disadvantaged children has been one of our major points of focus over the last few months. I reiterate in my opening statements what those marks of effectiveness are.

In the context of this hearing, Senator, I would say this: The idea that we are introducing a focus on results, on rewarding success, or looking for accountability, on providing for parental choice. These are all things that we think can help improve Chapter 1. But more significantly, we believe that these are things that can help improve education generally.

If our ideas were adopted in the context of Chapter 1 but did not have any larger life than that in the schools, we might see some modest improvement in the education of Chapter 1 children, but it is only when these ideas gain a more general currency that we will see, I think, a more general renaissance and improvement in the education of the poor.

Senator THURMOND. What should we expect of disadvantaged students academically? Should we have high expectations or low expectations?

Secretary BENNETT. We should have the same expectations of disadvantaged students that we have of all other students. With disadvantaged students, we might want to pay particular attention to being sure that we encourage them in what successes they make with close and careful monitoring of their academic progress.

But the research proves and common sense proves that it is when we have high expectations for disadvantaged children that they do well. I was in the Garrison Elementary School in the South Bronx. It is a neighborhood very close to where they filmed that movie, "Fort Apache: The Bronx." It is a tough neighborhood.

The children at the Garrison School are neighborhood children. A majority of those children are scoring at or above grade level in math and reading. A majority of those children are poor, and participate in free lunch programs. Many of those children have only one parent at home, and that parent is not home full time, because that parent is working.

These are children whom many people would say cannot be educated. They are poor; they are minority children; they do not come from intact families, and the like. But that school is educating those children. Thanks to the principal, thanks to her teaching staff, and thanks to the intelligence and motivation of those people and the soundness of their approach, they are educating those kids.

One of the keys to educating those kids is high expectations. Two third-graders summarized it for me. I said, what makes this a great school, and two third-graders said—one spoke and then the other spoke and, to summarize their remarks, they said no fooling around, no messing around, no mistakes are allowed, and there is a lot of hugging. That is the mark of a good elementary school in a tough circumstance. They are doing a very good job.

Senator THURMOND. Is there anything that you have learned in your study of the Japanese educational system that can be applied to improving the education of disadvantaged children in the United States?

Secretary BENNETT. Yes, sir, several things. One, parents are very active educators in Japan. Mothers, particularly, in Japan see their role as being the child's first teacher and they spend an awful lot of time with their children working on educating that child from very early on.

Second, the schools spend time on task. There is a great emphasis in the schools on learning, on achievement, on high expectations.

Third, back to your second question, there is more of a tendency in America when a child is not learning, not doing well at math or some other subject, for the parents to say, well, Mary just does not have the aptitude for math; Aunt Gladys did not, my great aunt did not, and neither does Mary.

The tendency of the mother or father in Japan is to say, Mary is not doing well in math; she is not working hard enough. The Japanese parents and teachers tend to believe more in effort; we tend to believe more in natural ability. Obviously, both are important. We could do a little more on the effort side.

Senator THURMOND. How will your proposal promote program accountability and increase program effectiveness?

Secretary BENNETT. The accountability that we seek to introduce, that we would like to see part and parcel of American education, and Chapter 1 as well would be achieved in this way, Senator.

Every State educational authority under our proposal would have to do an evaluation at least every three years of the effects, of the results of the Chapter 1 programs. That is, put simply, how much are the children being served learning? Are they learning? Are they improving? Are their reading and math scores improving? We think that kind of evaluation would be extremely useful and extremely helpful.

Second, the State or local educational authority can, in situations where it determines that children are not receiving the services they should receive—that is, they are not getting either effective or equitable education—can provide for alternative education. They can provide the parents with an opportunity to send their child to another school for those services.

Those are two of the ways. A third way is in rewarding success. We would like to see programs that work, programs that are truly effective, extended, enlarged, replicated, held up as examples, held up as models. That is another way that we think we can get accountability. There is a stick here and there is a carrot, too.

Senator THURMOND. Mr. Secretary, what are the most important and immediate things that schools can do to improve education for all their students and not just the disadvantaged?

Secretary BENNETT. The first thing to do, I think, is to take a look at the principal and see if the principal is an effective leader of the school. We do not find good schools without good principals. Only very rarely will you find a good school without a good principal.

Second, does that school have high expectations for its students? Does it expect them to learn? Does it believe that they will learn? Third, are parents involved in the educational process?

Those are three of the essentials of educational success. There are some threshold problems, too, that must be dealt with, and that is: Are classrooms orderly? Are there serious drug problems?

I just might mention, just the day before yesterday, Senator, a poll came out of our graduating high school seniors. They were asked to identify the two most serious problems in American schools. One, they said, was discipline; two, they said, was drugs.

The American public has been saying this for a long time and people have been saying, well, the American public likes to say that, but they really do not know what goes on in schools. Well, high school seniors know what goes on in schools and they say discipline and drugs are the two most serious problems.

If you have got those problems, if you have got chaos in your classroom or in your halls and you have got people high or doped up or stoned, you can forget about high expectations and the other things because you are never going to get there. You have got to break through that stuff first.

Senator THURMOND. Mr. Chairman, how do I stand on time?

Senator PELL. Another minute.

Senator THURMOND. Thank you.

Do you think parents of disadvantaged children are capable of making informed choices if they were to receive compensatory education certificates?

Secretary BENNETT. Yes, sir. I find in my experience, as well as I think other people find in their experience, that the parents of the poor care just as much about their children as the parents of the affluent. Parents care about their children.

Senator THURMOND. Why do we need to provide greater incentives for program success in Chapter 1? How do you think States and localities will respond, and are there any incentive programs currently operating in the States?

Secretary BENNETT. I have to ask Mr. Carnes on the second part. I think the incentive program will be a spur; it will be a carrot; it will provide incentive. We have heard from a number of people about this issue.

Mr. Honig, the Commissioner of Education in the State of California, is particularly interested in this idea; that is, the notion that schools that do well should be encouraged to do more. They should be congratulated, they should be rewarded, they should be invited to extend their success. We think this is a good idea.

I think if I am running a Chapter 1 program that is a good program and I know it is a good program, and the Federal government comes in with incentive grants and says if you have really got something good, we want to know about it, I think I am going to get my application in right away so that the whole world will know I am doing a good job.

Senator THURMOND. Now, the last question: Do you think Chapter 1 is a determining factor in whether disadvantaged children succeed academically?

Secretary BENNETT. No, I do not think it is the determining factor. I think it is one strand, one part of a child's education. It is hard for me to think that there are good Chapter 1 programs in schools that are otherwise not good.

The school is the basic unit that I think we need to look at in terms of the research and the evaluation. It is hard for me to believe that there would be very many schools with good Chapter 1 programs that did not have good other programs.

The key to successful schools are the things I mentioned earlier. When I go to New York or to Detroit or to Milwaukee or Cleveland or the other cities I have been to and visit these schools, the principals will mention Chapter 1 as a helpful component, usually.

But I have not heard anyone say to me Chapter 1 is our deliverance, it is our salvation. It is a helpful auxiliary, a helpful ancillary program, and the significance of that should not be diminished.

But Chapter 1 does not a great principal make, Chapter 1 does not a good teaching staff make, Chapter 1 does not high expectations make. Those things are made in other ways. However, with this kind of proposal highlighting the points and ideas and concepts which we think are critical to educational success—perhaps apart from their embodiment in the Chapter 1 program, this proposal could be a vehicle for seeing their more general inclusion in the educational process.

Senator THURMOND. Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Senator Thurmond.

Senator Quayle.

Senator QUAYLE. Thank you, Mr. Chairman.

First, I ask unanimous consent that a question by Senator Weicker be made a part of the record. It is for Secretary Bennett.

Senator PELL. Without objection, so ordered. It will be inserted at the end of the hearing record along with questions by other members of the committee.

In addition to that, the record will be kept open for any subsequent statements or questions to be offered by any of the members of the Committee.

Senator QUAYLE. I wonder if I might make a parliamentary inquiry and ask what this little green Martian thing by the Secretary's microphone is.

Secretary BENNETT. It is not a Martian; it is an Indian.

Senator QUAYLE. Oh, an Indian.

Secretary BENNETT. My son has plastic cowboys and Indians and he gave this to me. He is three years old, I should say, not 18 or 20. [Laughter.]

His mother told him I had hearings today. He gathered that was something important, so he put it in my pocket.

Senator QUAYLE. Where did he think you were going? [Laughter.] The Little Big Horn. [Laughter.]

Senator QUAYLE. Welcome.

Secretary BENNETT. You opened this up, Senator, and now you have got to give me a chance——

Senator QUAYLE. I was just curious. I thought it was a Martian.

Secretary BENNETT. No, no, we are not in the transformer business yet. We have cowboys and Indians, but I want you to know they do not fight at our home; they are lined up and they go to school. [Laughter.]

Senator QUAYLE. Where do they go to school?

Secretary BENNETT. Local public.

Senator QUAYLE. Are they eligible for a compensatory education certificate? [Laughter.]

Well, never mind. This is digressing a bit, Mr. Chairman. Thank you for letting me make that parliamentary inquiry.

Secretary BENNETT. At my income, they should not be eligible, not at my income.

Senator QUAYLE. Mr. Secretary, congratulations on putting forward what I think is a very good proposal, and I think that you are going to find a lot of attraction on both sides of the aisle to some of the ideas and concepts that you have put forward.

I think rewarding success that you have talked about is very important. I know in Senator Kennedy's bill, one of the main concepts there is rewarding success for States which take initiatives in trying to deal with the unemployment situation and getting AFDC people eligible for work.

Targeting has been for a long time a position that has been advocated by many people. As we have limited resources, and everybody recognizes that we have limited resources, we have got to look at how we are going to use that finite amount of resources in very special considerations.

Your school-wide improvement project, I think, particularly goes to not only targeting, but to the schools that have 60 percent of needy children. Then, you can offer this school-wide. I think that goes to some of the most needy districts, perhaps in line with some of the things that you were answering Senator Mikulski's questions on.

I think that conceptually this is a sound idea. Targeting, school-wide improvement projects, obviously, accountability—we want to get results back.

I think that parental involvement is also important. Let us face it; if we are really going to get these children a good education, the more parental involvement we can have, the better chance they are going to have. I think that goes without saying.

If you look at it statistically, the lack of parental involvement plays a major role and anything that we can do to get more parental involvement, I think, will be very worthy.

So I think that some of the concepts which I just mentioned which are main provisions of your proposal, hopefully, will find an acceptance here.

I am just curious if you might want to elaborate with us and give us some lessons learned. We always talk about lessons learned. You have done a lot of traveling around the country. You have been into these schools, you have talked with the principals, you have talked with the teachers, you have talked with the children.

What really works? What lessons did you learn, and from your experience out there dealing with these people, what lessons have you really tried to incorporate in your recommendation for Chapter 1?

I would just be curious from your firsthand, personal experience from numerous occasions, what have you really learned and what has driven some of those lessons into formulating this proposal you have put forward?

Secretary BENNETT. I guess one of the things that has really struck me is how much alike are good schools are, particularly how much alike are good schools where a large part of the student population of the school is poor.

I think it is Tolstoy who says that all happy families are alike, and they are alike in the same ways. All good schools for kids for whom school matters the most seem to be alike, too, in my visits.

I have been to 63 schools now. I guess about 40, 45 of them were schools with many disadvantaged kids. The first thing you find is a principal, usually a woman in our elementary schools, who runs that school like a mom-and-pop store.

She knows what is on the shelf or what is not on the shelf. She knows everybody who comes in and everybody who goes out. If somebody is standing in the wrong place, she wants to know why, including the Secretary of Education. You know, it is her school; there is a sense of ownership, of being a proprietor of that school. She moves people around.

She rarely is in her office. She is in the hall, she is out meeting the school bus, she is putting the kids back on the bus. She knows the children's names. This is one thing that has struck me.

I have been in some schools which are not so good where it is "hey there" and "you there." In the schools that are good, there is a remarkable degree of coincidence, but I guess it is not coincidence, of being able to talk to those children personally. That is one thing you see.

Second, you see a teaching staff which is not at odds with the principal. There is a sense of spirit, of team. When we reviewed the 272 outstanding elementary schools in America that we gave our awards to last year, the first people to sing the praises of the principal were the teachers.

There are some people who believe that there is a natural antipathy between administration and teachers that cannot be overcome. It is always overcome in good schools. They are all adults, they are all working with the kids, they are all going in the same direction.

A third thing I mentioned earlier is high expectations. Fourth, evaluation of students is fairly constant and regular. Fifth, parental involvement; parents are regarded as part of the faculty.

Two other things which I have noticed and which I would have to add. In the schools that I have seen which are successful and in the schools we have given the awards to, there is a strong emphasis on values, there is a strong emphasis on character.

These schools have mottoes like "Excellent academics, excellent behavior." "Good rules make for good schools" was another one. They understand that part of the purpose of a school is to help the home, the family, the parents in the nurturing and development of character and that if you do not pay attention to the right habits of character, you are not going to get the kind of achievement levels you want because achievement levels for a child, skills levels for a child depend upon that child having certain habits; being able to start a task and finish it, for example.

The other thing I have to mention—it is not in the research; it is just that I have seen it every single time in the last 20 schools I have visited. At every one of these schools I have been to, there has been an assembly, when I came.

The assembly starts with the presentation of the colors, the pledge of allegiance, and the singing of the Star Spangled Banner. I did not know that was still being done. I am delighted to see it. It is remarkable to me how often it is being done in these schools.

I was in Lasalle Language Academy in Chicago last week, an inner-city school. I walked into that auditorium. There were 450 elementary school kids sitting there stone quiet. I mean, you could just hear a pin drop, and you are talking about kids who are aged eight to eleven or six to eleven.

And then the presentation of the colors, the pledge of allegiance, and two verses of America the Beautiful. The kids knew both verses, all the words. I fell down a little on the second verse, but it was really remarkable to see.

Partly, it is nice to see children being patriotic, but even more generally than that, these symbolic lessons teach children that there is something larger in life; that there is something more than their own interests, their own school. There are things of transcending importance. That is a lesson of character, too, which I think probably helps and reinforces some of the other things they teach.

I am sorry to be long-winded.

Senator **Quayle**. I wonder if you might prioritize the provisions in your request as far as importance.

Secretary **Bennett**. Sure.

Senator **Quayle**. I know they are all important. From your viewpoint, what do we really need to focus on to try to make this Chapter 1 better?

Secretary **Bennett**. I think the first thing—and my colleagues may even disagree with me; we have not talked about this, but if they do, they will not tell you they disagree with me.

I would say the first thing we need to look at is targeting.

Senator **Quayle**. Okay.

Secretary **Bennett**. There is something wrong here. Back to what Senator Mikulski was saying, this program started as part of the War on Poverty and that is the way it was conceived; that is the way it should be executed.

There is something wrong when a program, which was conceived as a part of the War on Poverty to educate poor kids, is right now serving 60 percent of the kids who are not poor. There is something wrong with that.

It is not just that everybody poor is covered and then 60 percent not poor are also covered. Many kids who are not poor in some of the most concentrated areas of poverty are not covered.

Mr. **Willkie**. Kids who are poor, you mean.

Secretary **Bennett**. Yes. Kids who are poor are not covered. So I really think we need to look at targeting. This was part of the War on Poverty. This was to get educational help to kids who need it the most, and 90 percent of the school districts in America are getting these funds.

Everybody knows that 90 percent of those school districts are not poor, or anywhere close to that number. So that is, I think, one thing we have really got to look at. People may disagree with us on how we do this targeting, on whether our formula is right or whether some other way is better.

I guess we were thinking about it last night. If you had a lottery, ideally what you want to do is have this kind of national register somehow. I do not think we can administer it, but you would start with the kid who is the poorest and the lowest-achieving and then you would start with the kid who was the next poorest and the next lowest-achieving.

Ideally, I suppose, that is how you would want to go about it. I do not think there is any feasible way to do that, but we can certainly, I think, do much better at targeting and we think our proposal is the best way to go.

The other two things I would mention are accountability, the evaluation. You have to evaluate this program and you have to look at the results. And, third, with that assessment and evaluation, if the school or whoever is providing the services is not doing a good job, it runs the risk of losing those students to somebody who will do a good job. I think those are the key provisions.

Senator QUAYLE. Thank you very much, Mr. Chairman. Thank you, Mr. Secretary, and we look forward to working with you. Thank you.

Senator PELL. Thank you.

Senator Mikulski.

Senator MIKULSKI. Thank you.

Secretary Bennett, I love the description of your successful principal of a local school. She kind of fits the way I feel about my State, out there knowing the names, et cetera, et cetera.

Secretary BENNETT. Right.

Senator MIKULSKI. But I want to come back now to your incentive ideas. I guess what you want to offer is a concept I endorse, the idea of a good-guy bonus, which is if you are doing a good job, we reward that. Is that correct?

Secretary BENNETT. Yes, but it is not in your pocket. It is giving you the opportunity to do more good work.

Senator MIKULSKI. Well, let me ask you, then, to describe to me the incentive program because I always want to be sure that, again, for accountability reasons we do not end up cooking the books to get the bucks.

Secretary BENNETT. Right.

Senator MIKULSKI. I have some experimentation I am sure you are familiar with, these local partnerships that are going on in communities—the commonwealth agreement in Massachusetts, a similar program in Baltimore—where the school system, the Greater Baltimore Committee, the teachers union and the parents provide a partnership on how to improve attendance, achievement, the very things that you are talking about—parental involvement, community involvement, unions, the teachers, et cetera.

In your incentive program, do you provide essentially good-guy bonuses to those communities that form these alliances, form these coalitions, actually even form almost performance contracts among themselves?

Secretary BENNETT. It certainly would not be limited, Senator, to those. We would provide what you call the good-guy bonus, the opportunity to do more, to any school district, local education authority, that was doing a good job as long as funds held out.

But I would not be in the least bit surprised if many of the local education authorities or districts that would be rewarded would be ones which doing a good job precisely because they are involved in this kind of partnership.

It is interesting. The schools and the communities that tend to develop the partnerships also tend to be the same ones that are doing the other things right. So my guess is that there would be a high degree of coincidence.

Senator **Mikulski**. Do you think we should include, if we adopt your proposals and recommendations, essentially a special category or give rewards for establishing these partnerships?

Secretary **Bennett**. I do not know that we need to give rewards specifically for establishing the partnership, because it strikes me that the schools and communities that set up these partnerships already gain a good deal from it. I mean, they do not just gain in the general spiritual sense of cooperation.

These partnerships are often quite productive for the schools in terms of services, equipment, time, money, and the like. So I do not think we need to tie our incentives specifically to that.

I like the idea of tying our incentives, very much like I like the idea of our tying the accountability, to performance, to results, because that is, I think, where we should focus.

Senator **Mikulski**. But what are the results? What would be the results?

Secretary **Bennett**. Bruce?

Dr. **Carnes**. Obviously, Senator, we do not want to have the Federal government intruding here and assessing how all kids are doing. What we are saying is that the best thing the Federal government can do is to assure that these kids actually benefit from the services that are provided to them. They are the ones we have to care about most.

So what we would do is say to the States, look, you take one percent of the money that goes to your State, for Chapter 1 Grants to local school districts and you reserve that in a pot for yourself to reward those schools that are doing well; you reward the success stories.

Now, every year, the LEA, the local education agency, already has to give a report or a plan to the State education agency. They already have to do that. What we are saying is that the State would have the responsibility, then, of adopting some kind of concrete measure that would be of their own choosing to evaluate whether the kids in year one have been at this spot and in year three whether they have progressed to that spot; to see if they have, in fact, progressed based on some objective and reliable measure that the State has devised.

Senator **Mikulski**. So you are leaving it to the State?

Dr. **Carnes**. Yes, indeed.

Senator **Mikulski**. The State superintendent?

Dr. **Carnes**. Absolutely, in concert with education officials throughout the State, the State superintendent would pick a reliable, valid, and widely accepted measure. It could be a standardized test, it could be a lot of other things; or it could be grades in the class.

But then if a local school, in fact, turned out results where the students were better and knew more and were performing better three years later, well, then, that school would get an incentive award either to duplicate that project in other schools or do more of the same thing for more students.

Senator **MIKULSKI**. I see, I see, and one of those could be the establishment of local partnerships or any other thing?

Dr. **CARNES**. Exactly.

Senator **MIKULSKI**. I would like to focus now on your recommendations on how to implement the *Felton* decision.

Secretary **BENNETT**. Right.

Senator **MIKULSKI**. Obviously, the implementation of the *Felton* decision has become a very expensive and cumbersome area. Your comment that participation has dropped by 20 percent is discouraging because, certainly, in large urban areas, particularly in the Northeast, the parochial system is right out there in the neighborhoods where the poor are, whether that is St. Ann's Catholic School in the heart of an inner-city ghetto or some others.

Secretary **BENNETT**. Right.

Senator **MIKULSKI**. Could you describe for me your proposal on how to implement this? You talk about, "Our proposal would help restore services to private schools," and your proposal for doing this, then, is the compensatory education certificate?

Secretary **BENNETT**. Right.

Senator **MIKULSKI**. I have listened to some of the conversation, but, again, I like to think in pictures. Could you describe for me how this would work?

Secretary **BENNETT**. Sure.

Go ahead.

Mr. **WILLKIE**. Well, first of all, I would say we certainly share the concerns that you have expressed about the unfortunate damage inflicted by this decision on the educational opportunities that are afforded to inner-city children by parochial schools.

We know that these students very much value their participation in the Chapter 1 program, and I would just say that the Department has devoted tremendous time, energy, and resources to doing whatever we can to get those services restored in the way that is most suitable. I would say in that sense that the Department has worked, I think, constructively together with the public school and the private school community toward that end.

Having said that, there is an inherent tension between the Supreme Court's decision here which disallows delivery of services within the private school and the continuing statutory requirement for equitable services to those kids.

Now, in some cases we have seen that school districts have been able to come up with alternatives which are not entirely satisfactory but go a long way toward restoring the services, whether it is through a van at curbside or a public school in a nearby area or another building that has been rented for those purposes. Part of our requested increase in appropriation could help to cover those administrative expenses.

But in addition to that, we are proposing the compensatory education certificate as one way that would provide for restoring services on a more equitable and satisfactory basis to the private school students.

We have thought about this carefully. We think we have come up with a proposal here which would pass constitutional muster, which would survive judicial scrutiny, and which would allow local school districts to give private school parents an alternative which, if those parents elected, would enable them to obtain those services once again in the private school, as rendered by private school teachers.

Senator MIKULSKI. Yes, but tell me how it would work. I mean, I recognize these tensions. I am a strong supporter of the separation of church and State and I am a strong supporter of this money coming into the parochial schools. I mean, I personally as a legislator feel the tension.

Secretary BENNETT. Right.

Senator MIKULSKI. I oppose the concept of vouchers. Now, you are coming up with something that people are calling a closet voucher, a back-door voucher, a side-door voucher.

Mr. WILLKIE. Well, it is a very limited voucher. It is a dramatically different proposal from what we recommended last year. What it entails is the local school district says, okay, we have made a determination that with this category of kids, say, at St. Ann's School or a public school, for that matter, that we simply are not able to do the job that the law requires.

Accordingly, we are going to give the parents of those kids an alternative. We will give them a certificate and they can redeem that certificate for purchase of compensatory services at a school that we deem appropriate, or it may be at some alternative educational services provider.

But the school district decides; they make the determination that they want to utilize this option. The Federal government does not impose it. The school says, all right, we are going to give the certificates to the kids in this school because we simply cannot serve them the way that we used to be able to serve them.

Senator MIKULSKI. Let me tell you the question I have. Secretary Bennett, you are obviously a man who goes out on the streets, and I appreciate that. In many inner-city communities, parents chose the parochial school—they are not always Catholic parents—chose the parochial school because it was the place that they could get a better deal for their kids, better discipline, a more drug-free environment, a firmer environment, any number of reasons.

They chose St. Ann's sometimes—in my own home parish of St. Stanislaus, primarily an old Polish neighborhood, a significant number of the children now are black because they like the firmness of the Franciscan sisters; you know, homework, no nonsense, et cetera.

They already chose that; that was their compensatory choice. I would venture to say the schools I have outlined do get Chapter 1 funds.

Secretary BENNETT. Sure, they do.

Senator MIKULSKI. Now, once those kids are, say, at St. Ann's or St. Stan's, you are going to give that parent a certificate, then, to go someplace else, back, perhaps, to the public school that they left for reasons of wanting to give their kids a better break?

Mr. WILLKIE. Senator, if I may, perhaps we have not been clear enough in explaining this. We are talking about kids at St. Ann's that are already eligible, that are already participating in the Chapter 1 program.

Senator MIKULSKI. Right.

Mr. WILLKIE. They cannot get served at St. Ann's now, the way the program——

Senator MIKULSKI. That is right. Now, the van is pulling up at a curb, which is a very awkward solution.

Mr. WILLKIE. Right. If you give the parents a certificate and the parents go to St. Ann's and say, here is a certificate, we want you to give us compensatory services. In other words, it would be Chapter 1 just the way it used to be in that school, only this time it is private school teachers giving it rather than public school teachers. You would get the services restored in that school.

Senator MIKULSKI. Mr. Chairman, if I could ask the Chair, I am getting lost in this because why, then, is St. Ann's okay with the certificate, but St. Ann's was not okay without a certificate?

Mr. WILLKIE. Because in *Aguilar* v. *Felton*——

Senator MIKULSKI. It is still the same.

Mr. WILLKIE. I do not think so, Senator. In *Aguilar* v. *Felton*, the Supreme Court said that the problem was excessive entanglement between church and State. A public school teacher comes in the parochial school; you have to cover the crucifix, you have to cover any religious symbols. You have to have somebody come around and monitor the content of that instruction to make sure it is entirely free of religious indoctrination. If a private school teacher does it, that is okay.

Secretary BENNETT. You do not have that entanglement.

People have tended to think about the private school child who will be helped as some kid going to one of the more expensive suburban academies around Washington in Montgomery County or Fairfax County, let us say. These are not the kids we are talking about.

We are talking about kids going to St. Philip and Mark's where I was in Baltimore. These are poor children. The inner-city parochial schools are largely black now. Most of those children are not Catholic.

I kidded the nuns when I went. I said they are not Catholic when they start, but I know what you are going to try to do. [Laughter.]

In any case, these are poor kids.

Senator MIKULSKI. No, sir, they do not try to turn them into Catholics; they try to turn them into Democrats. [Laughter.]

Secretary BENNETT. It took me a long time before I realized you could separate the two. [Laughter.]

You are right. I thought if you were one, you had to be the other. [Laughter.]

They did not tell me that in Catholic school; I had to go someplace else. You are right. Anyway, thanks for that picture, because these are the kids we are trying to get the help to and these are the kids whom Congress says we should be helping.

Now, what we have done is something which we think will meet the Constitution's requirements and the court's requirements because it will not entangle in the way that Wendell was describing.

With the presence of the Chairman here, I might suggest one other picture, if it does not offend him. What we propose here is a kind of baby Pell grant, a kind of mini-Pell grant.

We give out Pell grants, guaranteed student loans, to students and they take them wherever they want. They go to Notre Dame or they can go to the University of Maryland. They are traveling with that certificate and they can redeem the money wherever they go.

This is really the same idea here. They take that certificate, the parents take that certificate to whatever school they want to get the Chapter 1 services. We think it will pass muster, except there are more constraints on our proposal than in the Pell grant.

Here, the local education authority must determine that that is necessary to provide more effective or equitable services.

Sorry to be so long-winded.

Senator PELL. I remember some years ago our Subcommittee considered a proposal for grants to disadvantages children, what some called Pellettes. [Laughter.]

It was not too different from what you are talking about, so maybe there is some area of compromise here.

Secretary BENNETT. Yes, sir.

Senator MIKULSKI. Mr. Chairman, I know my time is up.

Senator PELL. Oh, no. There is nobody else, so finish up.

Senator MIKULSKI. Well, I just want to make two final points. One, I really need a fuller description of this certificate and how it would work.

Secretary BENNETT. You bet; we will get it to you.

Senator MIKULSKI. I would like to just conclude by bringing something to your attention in relationship to this issue of handicapped children. First, everywhere I go, whether it is talking with folks coming in from out of my State or in my State, the issue of implementing Public Law 94-142 is very much on people's minds, and the lack of funds that they feel is very genuine.

I would like to bring something, though, to your attention that has national significance that does not deal quite with these issues, and it deals with where the military has established certain posts around the country as compassionate posts.

This came up in Anne Arundel County because the Army has declared Fort Meade a compassionate post. The Navy has declared someplace in San Diego a compassionate post. I believe the Air Force has declared a place in Colorado Springs. Let me tell you what a compassionate post is and the strains, then, on local school districts.

Senator PELL. Excuse me. You might explain what is the meaning of a compassionate post.

Senator MIKULSKI. I am about to explain that, if I could, Mr. Chairman.

Senator PELL. I am sorry.

Senator MIKULSKI. A compassionate post is where we send a military family because of either special needs of their children or a special need within the family; a wife who needs a mastectomy in the Army, therefore, at Hopkins, et cetera.

But for the children, they are coming to Fort Meade because Anne Arundel County has a very high quality of meeting the needs of handicapped children, whether it is multiple-disabled, et cetera, et cetera.

The good news is we are doing a heck of a good job for those handicapped children. Therefore, they post the soldier who might have, say, twins with cerebral palsy, or whatever, there. Those children are then in the Anne Arundel County school system.

Under impact aid, we are getting

50 bucks for that kid, but in order to provide the education, they cost a lot more. We want those compassionate posts. We are happy to have Fort Meade declared that. We are happy to educate their children, the children who are there.

We want to be able to provide that. We consider it an honor that you think we do such a good job, but we do need to then think about, if those kids are coming into these specified bases placing what would be above-the-norm responsibility on local school districts, I would like you—and, Mr. Chairman, it is not for the material immediately before us, but I would really like you, Mr. Secretary, to get together with the Pentagon to see how—perhaps there could be a DOD-Department of Education response to these compassionate posts.

Thank you, Mr. Chairman. I just wanted to use my opportunity in talking to the Secretary to bring that to his attention.

Senator PELL. Thank you, and I think the points you made, Senator Mikulski, are very valid indeed.

As I said earlier, the record will stay open and questions will be inserted in the record, and we would like specific answers to each one of them so that we can consider your answers prior to consideration of the legislation.

[Responses supplied by Secretary Bennett follow:]

UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE ASSISTANT SECRETARY FOR LEGISLATION

March 31, 1987

Honorable Claiborne Pell
United States Senate
Washington, D.C. 20510

Dear Senator Pell:

Enclosed are the responses to the questions submitted to Secretary Bennett following the March 5, 1987 hearing on ECIA reauthorization.

Sincerely,

Frances Norris

Frances Norris
Assistant Secretary

Enclosure

400 MARYLAND AVE., S.W., WASHINGTON, D.C. 20202

QUESTIONS SUBMITTED BY SENATOR CLAIBORNE PELL

1988 BUDGET REQUEST

Question: In your FY 88 budget, you have recommended a $200 million increase for Chapter 1. Will this increase enable the program to serve more children, or will it provide funds just for the changes you have recommended in your legislation? If it will serve more students, how many?

Answer: Part of the requested $200 million increase for Chapter 1 is designed to support changes that we have proposed in our reauthorization bill. About $13.7 million of that increase would support additional funds for Federal demonstration, evaluation, and technical assistance activities; and $2.9 million of the increase would provide additional funds for States to meet the administrative, program assessment, and data collection requirements of Chapter 1. (This would retain funding for State administration at approximately one percent of the funding for LEA and State agency programs.)

The remaining $183.4 million of the increase would provide additional funds for LEA grants. Most of this increase would make more funds available for school districts to provide compensatory educational services. We expect Chapter 1 to serve between 5.1 and 5.2 million children in 1988, an increase over the 5.0 to 5.1 million children expected to be served in 1987. However, these figures on program impact are strictly estimates, because local school districts determine the actual number of children served in a given year and the amount spent per child.

CHAPTER 2

Question: As you know, I have introduced legislation to target use of funds under Chapter 2 to five priorities. What are your views on my legislation, and how does this compare with your general guidelines for reauthorization?

Answer: Mr. Chairman, your proposal, which would restrict the use of Chapter 2 funds to supporting programs for the gifted and talented, drop-out prevention, combatting illiteracy, basic skills instruction for secondary school students, and building school library resources, represents one very thoughtful option for the reauthorization of Chapter 2. However, because Chapter 2 is the only major Federal program supporting the improvement of education for all children, not just those who are "at-risk," we decided that the program should be preserved as a broad and flexible block grant. Carving up Chapter 2 would reduce State and local flexibility in the allocation of these important resources for improvement initiatives. Moreover, a Chapter 2 authority limited to the purposes set forth in your bill would duplicate, to an extent, other Federal programs such as Chapter 1 and Adult Education, but could not be used for such important reform-oriented activities as improving teaching, developing partnerships with the private sector, developing programs to increase parental and community involvement in education, and recognizing and disseminating effective practices.

ACCOUNTABILITY

Question: What are some of the reasons for your accountability measures for LEAs and SEAs? Are many LEAs in your estimation not meeting reasonable standards of effectiveness? If so, how would you define these standards, and how many LEAs would be affected by this provision?

Answer: Existing Chapter 1 accountability mechanisms are weak. There is nothing in the law that requires State and local officials to provide demonstrable evidence that they have used Chapter 1 funds effectively in providing compensatory education services to educationally disadvantaged children. Evaluation data indicate that Chapter 1 has had some success in improving the academic achievement of disadvantaged students, but that program quality can vary considerably from district to district and, indeed, from school to school. Although there are no specific data on the number of LEAs that do not meet reasonable standards of effectiveness, numerous reports on the condition of education nationally and comparisons of the academic work of our students with those in other countries, indicate that a significant number of school districts and schools that do not meet general standards of effectiveness. It is reasonable to believe that LEAs and schools that do not meet general standards of success are unlikely to operate effective Chapter 1 programs.

Our bill would require that SEAs evaluate the educational effectiveness of Chapter 1 services (including services for children in private schools) provided by each LEA at least once every three years. In cases where the SEA finds that a program is ineffective or fails to provide equitable services to private school children, the SEA would be required to take such measures as are necessary to correct deficiencies. The SEA would define the standards used in developing and implementing measures of program effectiveness, assessing local programs, making the results of these assessments public, and taking actions to correct deficient programs. These standards would be submitted to the Department in the SEA's application. We do not know at this time how many ineffective programs the States would find under this provision.

COMPENSATORY EDUCATION CERTIFICATES

Question: With respect to your proposal for compensatory education certificates, don't you feel that this might invite an inordinate number of administrative problems?

Answer: No, we do not expect our Compensatory Education Certificate (CEC) proposal to cause any significant administrative problems. LEAs using CECs would have to carry out only four additional administrative responsibilities. An LEA would have to:

(1) inform parents of selected children of their eligibility to participate in a CEC program and review the options available; (2) establish a system for issuing and redeeming CECs; (3) determine who can provide compensatory education services in return for CECs; and (4) establish a system to ensure that CECs are used properly and to recover improperly used funds. These responsibilities are similar to those that LEAs carry out under the current program and are logical extensions of current administrative duties. LEAs must now involve parents in the planning, implementation, and evaluation of Chapter 1 program, (2) procure necesary staff, materials, supplies, and equipment, and (3) establish a system for accounting for Chapter 1 funds.

Question: Can you guarantee that your voucher proposal will not violate the intent of the Aguilar v. Felton ruling, and why?

Answer: We believe that our CEC proposal is constitutional because it meets each part of the three-part test used by the Supreme Court to consider cases under the Establishment Clause of the First Amendment to the Constitution. Specifically our CEC proposal: (1) has a secular legislative purpose; (2) would have a principal effect that neither advances nor inhibits religion; and (3) would not foster an excessive entanglement with religion.

REWARDING SUCCESSFUL PROGRAMS

Question: Would your one percent set-aside for incentives for successful programs eat into the basic LEA grant?

Answer: Our proposal would require each State to set aside one percent of all Chapter 1 funds allocated to LEAs within the State for additional grants to reward excellence in Chapter 1 programs. Because States would have to distribute the entire set-aside to LEAs, the total amount going into the State for local programs would not be reduced.

Question: How would this set-aside to replicate effective programs coordinate with the National Diffusion Network?

Answer: LEAs selected by the States as operating successful Chapter 1 programs would be provided additional funds. LEAs could use these funds to serve more students in schools that are doing a good job or to replicate successful programs in other schools within the LEA. Nothing would preclude States or LEAs from taking the results of programs that they have identified as successful and submitting them to the Department's Joint Dissemination Review Panel (JDRP) to obtain validation so that the approaches used in those programs could be made available for national dissemination through the National Diffusion Network. The Department would continue providing technical assistance to States to help them to obtain JDRP validation for successful local projects that they have identified.

MIGRANT EDUCATION PROGRAM

Question: Could you elaborate on your reasons for making changes in the migrant program? Would these changes in effect serve the purpose of concentrating money on those who have most recently migrated, or would it lay the groundwork for future legislation which would exit these children earlier?

Answer: The Chapter 1 Migrant program currently provides almost $260 million for services to over 400,000 children. The program serves both currently migrant children as well as formerly migrant children who have moved during the past five years. Although the Department believes that program services to both currently and formerly migrant children are appropriate, those who have migrated most recently should have the highest priority for funding and services because they are the ones most immediately affected by disruptions in their education and family life.

Our legislative proposal reflects this principle by restructuring the program so that currently migratory children are given a clear priority over formerly migrant children in the receipt of services and are weighted more heavily than formerly migrant children in the formula allocations to the States. The change in the formula would target funds to States that are needier because they have greater proportions of children migrating or just beginning to settle into an area.

These changes would restore the emphasis in the migrant program on serving children who are most in need of additional education assistance. Our proposal is not designed to lay the groundwork for any future legislation regarding services to formerly migrant children.

TARGETING

Question: Could you supply for the subcommittee computer runs on how school district allocations would be affected by your proposal to reserve 5 percent for concentration grants?

Answer: Attached are two computer runs that show the impact on counties if 5 percent of the amount made available for Chapter 1 LEA grants were distributed through the concentration grant formula and the remaining 95 percent were distributed through the current LEA grant formula. Computer run A compares the 1987 LEA Grant appropriation distributed on the basis of the current formula and the 1987 appropriation with five percent of that amount distributed based on the concentration grant formula. Computer run B compares the 1987 appropriation distributed under the current formula and 1988 request with 5 percent of that amount allocated based on the concentration grant formula.

(Note: In the interest of economy, the computer runs referred to were retained in the files of the Committee.)

ABSORPTION PROVISION

Question: Could you elaborate on the reasons for proposing an additional targeting provision that children be counted in excess of 2 percent of the total number of children in the district? Why did you propose this additional targeting provision rather than increasing the reserve for concentration grants above 5 percent?

Answer: The proposal to allocate funds on the basis of poor children above a basic number (2 percent of the children in the county), for whom the States and localities are presumed to have a responsibility, recognizes that concentrations of poverty is a greater predictor of low educational achievement than poverty itself. Children, regardless of income, tend to do more poorly when attending schools with a higher concentration of poor children. The effect of the absorption provision would be to push more of the available Chapter 1 funds to counties that have above-average concentrations of poverty, particularly inner-city and poor rural counties.

We proposed the absorption provision in addition to concentration grants because it would push a moderate amount of funding toward counties with relatively higher concentrations of poverty. Under the current concentration grant formula, roughly 60 percent of the counties nationally would not qualify for funds. The absorption provision reallocates funds to a broader (and less urban) group of counties.

Question: Do you have an allocation run on the two proposals combined?

Answer: Attached are two computer runs that show the impact of our proposal which would require that 5 percent of the amount made available for Chapter 1 LEA grants be distributed through the concentration grant formula. The remaining 95 percent of the available funds would be allocated based on the number of poor children in excess of two percent of the total number of children in a county, rather than on the basis of the total number of poor children. Computer run C compares the 1987 appropriation distributed on the basis of the current formula with the 1987 appropriation distributed on the basis of our proposed formula. Computer run D compares the 1987 appropriation distributed on the basis of the current formula with the 1988 requested amount distributed on the basis of our proposed formula.

(Note: In the interest of economy, the computer runs referred to were retained in the files of the Committee.)

WITHIN DISTRICT TARGETING

Question: How many school districts would be affected by the requirement that they serve the poorest one-third of their schools? How many schools would be cut out by this provision?

Answer: We do not have specific data on the number of school districts that would be affected by the requirement. However, preliminary 1985-86 data from the National Assessment of Chapter 1 indicate that a significant number (14 percent) of elementary schools serving the poorest school attendance areas (those with poverty rates of more than 75 percent) do not participate in Chapter 1. At the same time a substantial majority (57 percent) of elementary schools serving wealthier areas (those with less than 15 percent poverty rates) received Chapter 1 funding. Our proposal to limit LEAs to selecting the poorest one-third of their schools would address this problem by ensuring that Chapter 1 resources within the district flow to areas with the greatest need.

Our proposal, however, recognizes that rigid adherence to this requirement may not be appropriate in all cases and allows for certain exceptions. First, an LEA may serve any school attendance area in which at least 25 percent of the children are from low-income families, without regard to the one-third limit. Second, any district serving an area in which the percent of poor children is fairly uniform across all attendance areas (within 5 percent of the district average) may carry out projects in any attendance area without regard to the one-third requirement.

SCHOOLWIDE PROJECTS

Question: One of your proposals would allow LEAs operating successful programs as defined by the SEA to fund schoolwide improvement projects in schools with at least 40 percent poor children. How can you ensure that this will not allow too many school districts to conduct schoolwide improvement . . . thereby diffusing funds intended for eligible children in need?

Answer: Preliminary data from the National Assessment of Chapter 1 indicate that nationally about 11,100 additional Chapter 1 schools would become eligible if the poverty threshold used for determining eligibility for schoolwide projects were reduced from 75 to 40 percent. We do not believe that a large population of these additional schools, if they met the standards of success established by the SEA, would implement schoolwide projects. The Department would also review closely each State's standards for success and require each State to ensure that those standards are applied correctly to deserving LEAs.

Question: How many more schools would be eligible to conduct schoolwide projects under the provisions to reduce the poverty count from 75 percent of students to 60 percent?

Answer: Preliminary data from the National Assessment (based on a national sample) show that if the poverty concentration threshold were reduced from 75 to 60 percent, the number of Chapter 1 schools eligible to conduct schoolwide programs would increase by about 3,100, roughly from 7,000 to 10,100.

DEMONSTRATION PROGRAM

Question: Who would carry out your $20 million program for demonstration and recognition?

Answer: The activities proposed under the Chapter 1 Demonstration, Evaluation, and Technical Assistance authority would be carried out by the Department of Education.

PARENTAL INVOLVEMENT

Question: Is parental involvement a significant factor in the educational success of a Chapter 1 child? If so, how do you address this in your legislation . . . outside of compensatory education certificates?

Answer: Research on effective schools tells us that increased parent involvement enhances the quality of education. A major goal of our bill is to encourage greater involvement of parents in the education of their children. Our bill proposes to expand existing Chapter 1 provisions for parental involvement by requiring that an LEA develop written policies to ensure that parents of the children being served have an adequate opportunity to participate in the design and implementation of the local Chapter 1 project. The bill also suggests various ways in which LEAs can carry out this requirement. LEAs, however would have the flexibility to adopt any of these suggested activities to their own situations.

CHAPTER 1 SERVICES FOR SECONDARY SCHOOL STUDENTS

Question: I am deeply troubled by the fact that over 13 percent of high school aged students lack basic skills, and that the large majority of Chapter 1 programs only reach as high as the fifth grade. Your legislation is silent on this problem. What are your thoughts on this?

Answer: Approximately 23 percent of the students served by Chapter 1 are in the secondary grades. Local school districts make the decision on which students to serve based on an assessment of educational needs. Most LEAs choose to direct a greater proportion of their Chapter 1 resources to students in the elementary grades because the research indicates that providing compensatory education at an earlier level will have a greater impact. Our bill would continue to allow local officials to make the decision on how to allocate Chapter 1 resources rather than impose Federal requirements on the proportion of Chapter 1 resources that is directed to elementary versus secondary education.

NATIONAL COOPERATIVE EDUCATION STATISTICS SYSTEM

Question: Isn't your proposal to establish a National Cooperative Educational Statistics System duplicative of the National Center for Education Statistics?

Answer: No. The new system would be administered by the Center, but it would make States partners with the Center in the production of data that are consistent and comparable across the States.

Current law requires the Center to collect data on the financing of elementary and secondary education (and it requires all States receiving funds under ECIA to cooperate in this effort). It also requires the Center to collect, analyze, and report full and complete statistics on the condition of education in the U.S.

Current law does not expressly require States to provide data on schools, students, and staff, data which are necessary for describing the condition of education and the effects of reform; nor does it establish a cooperative system that would allow the States to develop with the Center data items and standards to ensure that data are consistent across States and useful at the State as well as national level. Finally, current law does not authorize the States to use Chapter 2 funds to pay additional costs related to providing uniform data to the Center.

Question: Why is this necessary?

Answer: There are significant deficiencies in the current education data system, such as lack of comparabililty across States and untimely reporting, which require immediate attention. The current education data base cannot effectively describe schools, teachers, or districts, nor monitor the progress of education reform in the States.

There is a growing consensus among the States, fostered by the reform movement, that we must build education data that permit State-by-State comparisons to be made, and that we must do it now. A system is needed that emphasizes training of State and local personnel, technical assistance, and monitoring.

Although the Center has been working with the States to improve comparability in the data collected, experience with other Federal agencies (e.g., the Bureau of Labor Statistics, the National Center for Health Statistics, the Energy Information Administration, and the Department of Agriculture) shows that efforts to improve State and local reporting of statistical information are greatly enhanced by the establishment of a formal Federal/State cooperative program.

Question: How much will it cost?

Answer: Costs for individual States would depend on the number of districts and schools within the State and the current sophistication of their data collection and data processing systems. Efforts are already underway to develop and promote the use of common definitions and otherwise improve the comparablilty of data. However, to the extent that changes are needed in a State's system, those States with less sophisticated systems would incur greater start-up costs as they make changes in their systems to meet the requirements. Operational costs would vary depending on the size of the State.

We cannot accurately estimate at this time the additional costs to the States of participating in this cooperative system, nor do we know what decisions the States would make about the use of Chapter 2 funds for these purposes. System costs would compete with other authorized uses of the funds as the States make their decisions.

QUESTIONS SUBMITTED BY SENATOR ROBERT T. STAFFORD

IMPACT OF TARGETING PROPOSAL

Question: The Administration's ECIA reauthorization proposal amends the Local Education Agency basic grant formula by allocating funds based on the number of poor children in excess of 2 percent of the total number of children in the District. Does the Department have detailed information about how LEA funds would be shifted among districts as a result of this amendment? I would like to request that the Department share this information with the Subcommittee members.

Answer: For detailed information on the State and county impact of our proposal (which would require that 5 percent of the amount made available for LEA grants be allocated through the existing concentration grant formula and the remaining 95 percent be distributed based on the number of poor children in excess of two percent of the total number of children in a county), please see computer runs C and D that we submitted in response to a question by Senator Pell.

PARENTAL INVOLVEMENT

Question: You have stressed parental involvement as one of the key issues in your ECIA proposal. Besides the option of Compensatory Education Certificates, how have you encouraged greater parental involvement in this legislation?

Answer: Our proposed bill would expand existing Chapter 1 provisions for parental involvement by requiring that an LEA develop written policies to ensure that parents of the children being served have an adequate opportunity to participate in the design and implementation of its Chapter 1 project. The bill suggests various ways in which LEAs can carry out the requirement. LEAs, however, would have the flexibility to adopt any of these suggested activities to their own situation.

CHAPTER 2

Question: You have stated that you intend to modify the Chapter 2 program by requiring States to use funds for purposes directly related to education reform and improving educational quality. What effect will this have on the flexibility the States now have in using these funds?

Answer: Our reauthorization proposal seeks to give the program a focus on educational reform so that it can be a more useful vehicle for supporting the reform efforts emanating from the States. The existing list of Chapter 2 authorized activities was compiled from the antecedent programs and has no particular emphasis or focus. We propose to replace this list with activities that have been identified in the literature on effective schools and the major reports on education (such as A Nation At Risk, What Works, First Lessons, and Time for Results) as having a bearing on educational reform and improvement. Within this focus of educational reform and improvement, State and local educational agencies would still have broad discretion to use these funds in accordance with their own needs and priorities. The only significant reduction in flexibility would be at the State level, where SEAs would be prevented from using more than 5 percent of the State grant for State administration.

COMPENSATORY EDUCATION CERTIFICATES

Question: Your bill describes several circumstances where the use of Compensatory Education Certificates (CECs) is authorized by the LEAs to enhance services to children; by the SEAs in cases where local programs are ineffective; by the SEAs and LEAs to correct deficiencies in services to private school students; and as an option to parents to encourage their involvement in local programs. How will the same solution work in all these instances?

Answer: We envision the possible use of CECs under several conditions:

1. A school district could implement a CEC program because it believes such a program would provide the best means of serving the needs of educationally disadvantaged children. A school district may also chose to use CECs as a way of overcoming problems in providing equitable services to private school children because of the Felton decision. At the same time, a locally initiated CEC program would foster increased parental involvement in their children's education because parents would have the opportunity to choose the compensatory education program that best meets their children's needs.

2. A SEA could require the use of a CEC in a school district that fails to operate an effective or equitable Chapter 1 program. A State-mandated CEC program would also foster increased parental involvement because it would give parents the opportunity to choose the compensatory education program that best meets their children's needs.

QUESTIONS SUBMITTED BY SENATOR LOWELL WEICKER, JR.

CHAPTER 2 BLOCK GRANT: SECRETARY'S DISCRETIONARY FUND

Question: Mr. Secretary, over the last few years during your appearances before the Labor-HHS-Education Appropriations Subcommittee, we have discussed how you have used your discretionary funds.

As I'm sure you recall, in FY '85, 34 awards totalling $2.5 million were made in your research priority areas relating to vouchers, parent involvement in education, development of student character, and textbook content and curricula. Fifteen of those awards were rated lower by advisory peer review panels than some of the losing applicants. You, however, overruled the panels in these 15 cases, saying you took into account factors the panels may not have considered--such as the potential impact of the grant activities.

The reauthorization proposal before us today would maintain the Chapter 2 block grant, including a set-aside of up to six percent of the total available block grant funding.

Mr. Secretary, can you tell me how much you have expended to date from your discretionary funds on your "Content, Character, and Choice" priorities, and how much additional funding you plan to devote to these activities--presuming your discretionary fund is maintained in the reauthorization?

I see by your proposal that you would recommend eliminating the statutory earmarks in your discretionary fund for the Inexpensive Book Distribution program, Arts for the Handicapped, the National Diffusion Network and Law-related Education in order to allow yourself more flexibility.

What guarantee do we have, should this proposal be adopted, that these programs will continue to be funded?

Answer: Aside from the fiscal year 1985 competition of which you speak, the Department has not specifically targeted any additional discretionary funds on these activities, nor do we plan to do so in the immediate future. However, these three themes--Content, Character, and Choice--are so fundamental to education that it is difficult to fund projects that do not touch on them even when no specific effort to do so is made.

The six percent set-aside you mention actually provides very little funding over which the Secretary has much discretion. In fiscal year 1987, for example, the amount appropriated for the total Secretary's Discretionary Fund was $29,337,000, slightly less than the six percent authorized. Of this amount, all but $1,500,000 was appropriated specifically for the mandated programs. This is indeed one of the reasons we are requesting the removal of the mandates to fund these programs at specific levels.

Removal of mandated amounts will also allow adjustments between the mandated programs. Without the mandates, the Department would not be legally required to fund these programs at specific levels. However, as our fiscal year 1988 Congressional justification for these programs states, we intend to fund them at approximately their 1987 levels. The precise funding levels will be determined in response to funding needs and priorities in 1988.

Senator PELL. We are going to consider the statements of all the different witnesses, as well as those of other organizations such as the Chief State School Officers, the American Association of School Administrators, the Council of Great City Schools, and will consider the administration's proposal, and the House's proposal, as we try and weave together what we hope will be a successful composite bill.

We wish you well and we will stay in close touch as we move down this path seeking to harmonize these different views.

Secretary BENNETT. Thank you very much, Mr. Chairman. It was a pleasure to be before you.

Senator PELL. The meeting is adjourned.

[Whereupon, at 11:38 a.m., the Subcommittee was adjourned.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

THURSDAY, MAY 7, 1987

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to call, at 10:03 a.m., in room 430, Dirksen Senate Office Building, Senator Clairborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell, Stafford, and Dodd.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. The Subcommittee on Education, Arts and Humanities will come to order.

This morning marks the second of our hearings on the reauthorization of the Elementary and Secondary Education Act. At our first hearing I announced that one of our goals as we face reauthorization is to do everything we can within the constraints of the Aguilar vs. Felton rule to ensure that eligible students within private schools are provided with compensatory services.

Today we will hear from the Catholic Conference on this situation, and I am very eager to hear from other witnesses as well on their views on this issue.

I extend a particularly warm welcome to Governor Kean. He has long been a good friend of education. He is testifying here today as Chairman of the Education Subcommittee, National Governors' Association, and enjoys the respect and esteem of many of us, including me and my colleagues in the Senate.

Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman.

I am pleased to join you at this hearing today on S. 373, the Elementary and Secondary Education Amendments of 1987. I look forward to hearing from our witnesses about the effectiveness of the Chapter 1 and Chapter 2 programs as well as their recommendations for improvement.

It has been several years since the subcommittee has had the opportunity to thoroughly examine the elementary and secondary education programs. Given the Federal Government's long commitment to assisting the States in providing compensatory services to disadvantaged youngsters, it will be time well spent by all of us. This historic 100th Congress has already focused significant rhetoric on the importance of education and training for all Americans to sharpen our international competitive edge.

The Chapter 1 program is the nuts and bolts of that commitment. Federal funds made available to the States over the past 22 years—funds totaling more than $56 billion—enable eligible schools to offer supplementary instructional services to poor children who lag academically.

At the direction of the Congress, the Office of Educational Research and Improvement completed a study on the overall effectiveness of the Chapter 1 program. The news was good. Chapter 1 works well. Disadvantaged students who have participated in Chapter 1 programs since 1965 have made greater gains in reading achievement than the general population.

The number one concern of this Senator as we begin hearings on the reauthorization of ESEA is that in spite of our knowledge about the effectiveness of the Chapter 1 programs we have failed to provide adequate funding so that all eligible and needy children can take part.

At the same time, I am disturbed by the fact that the percentage of school-age children living in poverty has risen in the past six years. Increased funding and improved targeting are two steps that the Subcommittee can take to address this problem.

The Chapter 2 block grant program enjoys strong support among state education agencies and local school districts nationwide.

In my own State of Vermont, Chapter 2 funds have enabled local districts to respond quickly to emerging needs for school improvement. Chapter 2 works well because priorities are determined at the local level.

Our public schools provide a unique example of Federal, State and local partnerships. Just as the local community needs vary, so do available resources.

The Elementary and Secondary Education Act was passed by Congress in 1965 in recognition of the special educational need of children from poor families. In so doing, the Congress determined that making financial assistance available to local schools to improve educational opportunities for children from low-income families would be a Federal priority.

Our commitment to that goal is as strong today as it was in 1965.

[Opening statement of Senator Dodd and prepared statement of Senator Hatch follow:]

OPENING STATEMENT OF SENATOR CHRISTOPHER J. DODD

Senator DODD. Mr. Chairman, twenty-two years ago Congress put in place a body of civil rights and education laws designed to promote equal opportunity for all Americans. The Elementary and Secondary Education Act [ESEA], the subject of our reauthorization hearing here today, was a key component of this package of equity-based federal statutes. This was a time of great promise for America; a time of new frontiers and the Great Society; a time of high hopes and new opportunities; a time of economic growth and unparalleled global influence.

But America in 1965 was also a society on the brink; a society whose rosy national outlook and surface prosperity masked deep economic and racial divisions at our nation's very core; a society in which whole groups of Americans lacked meaningful educational and economic opportunities. Just a few short years later, these deep divisions helped bring forth a clash between young and old, black and white, and haves and have-nots, a clash which threatened to erode the very foundations of our democratic society.

Thanks in part to federal programs like ESEA's Chapter I (then Title I) and the college grant program named after our distinguished subcommittee Chairman, America today is much less polarized and more equitable than it was two decades ago. But in many ways we still confront a national paradox: signs of broad prosperity alongside the neglect of vital investments in our human resources which are absolutely essential if we are to meet the new challenges of the information age. Twenty-two years of ESEA have put us o the right road, but our destination is not yet in sight.

If America is to succeed in the global marketplace, we can no longer afford to lose even one human mind to ignorance, poverty, or neglect. We can no longer afford to have large numbers of Americans who just get by working in menial jobs or languishing on the welfare rolls. The economic opportunities of the future will demand an unprecedented level of workplace skills and productivity from all Americans. Period.

Unfortunately, just when our need for advanced skills is the greatest, we face alarming demographic trends between now and the year 2000 which threaten America's future productivity as well as our limited progress in closing the gap between the "haves" and "have nots". Consider the graduating class of the year 2000—the 3.6 million children who began their formal schooling in 1986.

One out of four of these children are form families who live in poverty.

Fourteen percent are the children of teenage mothers and sixty percent will live in single parent households before they are eighteen years old.

Thirty-five percent will be on welfare before age eighteen.

Fifteen percent are physically or mentally handicapped.

Fifteen percent are immigrants who speak little or no English.

Ten percent have illiterate parents and one out of seven will be considered illiterate by his or her eighteenth birthday.

One-third will be latch-key children with no one to greet them when they come home from school.

Perhaps most disturbing, thirty percent will never finish high school. For those who live in inner cities, the dropout rate will be as high as seven out of ten.

The bottom line is this: we face a rapid growth in the very youth populations that will be least adaptable to the new economic realities of the year 2000. Over the next ten to fifteen years, much of the growth in our youth population will come from groups that traditionally have the highest rates of unemployment and poverty, and the lowest levels of educational achievement and job skills.

Mr. Chairman, clearly this reauthorization comes at a critical juncture in our nation's history. America is a sea of affluence but there are still islands of deep neglect. We now face a landmark test of our commitment to the principles of educational and economic equity upon which ESEA was founded, and nothing less is at stake than the future productivity of our nation. I look forward to working with my colleagues on our committee and in the full Senate to craft a comprehensive reauthorization package with these important principles and goals in mind.

Mr. Chairman, we are fortunate to have testifying here today a man who has experienced first-hand the modern American paradox of surface wealth and underlying deprivation. Gerry Tirozzi, the Commissioner of Education for my home state of Connecticut, must grapply with this issue everyday. For Connecticut is the very embodiment of this dual America: we have the highest per capita income of any state in the nation but also the dubious distinction of having two of the ten poorest cities as well. Gerry understands this problem like few educators in our nation do.

Gerry started out in the trenches of education reform. He grew up in the city of New Haven, became a teacher and then a school principal, and ultimately served as Superintendent of New Haven schools for six years. As our state Commissioner, Gerry for the past several years has presided over one of the most comprehensive and successful state education reform movements in the nation. Gerry recently put in place an innovative state program to address the funding needs of Connecticut's poorer cities and towns while at the same time raising teachers' salaries and student skill levels throughout the state. As a result of this $300 million Education Enhancement Act, starting teacher salaries in Connecticut will be raised to $20,000, among the highest in the nation. This statute also set new standards for our state's teaching profession, including a three-tier system of teacher certification, an alternative route to certification, and an innovative testing program for prospective teachers.

Gerry, I want to welcome you to the Senate Labor and Human Resources Committee. The Council of Chief State School Officers could not have selected a better person to articulate their proposals and priorities.

[The prepared statement of Senator Hatch follows:]

PREPARED STATEMENT OF SENATOR HATCH

Mr. Hatch. Mr. Chairman, we are here this morning to continue the work, which you have expeditiously begun, to reauthorize a very important program for elementary and secondary school children, Chapter 1 of the Education Consolidation and Improvement Act. I am particularly pleased that a distinguished educator from my own state of Utah, Jay K. Donaldson, the Director of the Chapter 1 program in Utah, is here to offer his advice on reauthorizing Chapter 1. I thank the Chairman for extending the invitation to testify to Dr. Donaldson.

Although it is no surprise to anyone that I believe education is primarily the responsibility of states and local governments, I fully support the national government's responsibility to supplement state and local efforts when deserving special groups, unable otherwise to receive adequate assistance, need help. Certainly the education of educationally and economically disadvantaged children, the children served by Chapter 1, is such an instance. Remedying their academic deficiencies is critically necessary to providing them an equal educational opportunity. Only a sound education will provide them with the chance to take full advantage of all that our society has to offer.

Many of the themes or goals of reauthorization, on which there is already common agreement, are commendable. For example, rewarding successful programs, allowing them to be enlarged or replicated, could substantially benefit the children served by Chapter 1. Similarly, requiring more accountability for program achievement and improvement can help these children. Enhancing parental involvement is another important objective. Utah schools and institutions have always stressed this component, and studies of educational programs generally throughout this country show that genuine parental involvement in a child's education pays off in enhanced academic results.

On all these scores, let me brag a little about my own state of Utah and the fine job that Jay Donaldson and the other educators in Utah have done with this program. In fiscal 1986, Utah received over $12 million in Chapter 1 funds, and about 260 schools provided supplementary instruction to over 23,000 students. I am proud to report that Chapter 1 students in Utah have consistently averaged gains exceeding the amount of growth students would normally make. Also, Chapter 1 students in Utah have consistently achieved gains higher than the national average. Yet, this has been accomplished with a stern eye to the budget.

Mr. Chairman, this, too, is a goal which we must pursue in reauthorization. I support reasonable increase in funding for this important education program. But particularly in a program in which we now serve only approximately 40 percent of eligible students, it is important that we encourage successful and cost-effective Chapter 1 programs. I hope we can find ways to do this. I am sure Dr. Donaldson, from Utah's experience, can suggest ways to achieve this.

Let me quickly note also my concern that we address the problem arising from the Supreme Court's decision in *Aguilar* v. *Felton*. The Congress has always clearly stated its intention that private school students be served equitably with public school students. I fully support that commitment. Yet, I believe, along with educators in Utah who have discussed this issue with me, that we must assist these private school children in a way which does not impose excessive administrative costs on a program already serving less than all eligible children. If we ignore this concern, we would only serve even fewer children less well.

Again, Mr. Chairman, I thank you for inviting Dr. Jay Donaldson to this morning's hearing, and I look forward to continuing to work with you and with Senator Stafford, the distinguished Ranking Minority Member, and all the other members of this Subcommittee, to reauthorize Chapter 1 and the other elementary and secondary education programs on our agenda this year.

I would like to thank and welcome all of the witnesses for joining us today, for helping us with our consideration of this important task; and I particularly am happy to see again the distinguished Governor of New Jersey, Governor Kean, here with us as the lead-off witness.

Thank you, Mr. Chairman.

Senator PELL. Thank you.

Governor Kean, we await your words with interest.

STATEMENT OF HON. THOMAS H. KEAN, GOVERNOR OF NEW JERSEY AND CHAIRMAN OF THE SUBCOMMITTEE ON EDUCATION, NATIONAL GOVERNORS' ASSOCIATION

Governor KEAN. Thank you very much, Mr. Chairman.

I say first of all that I would like to condense my remarks a bit. I will submit the full remarks for the record.

Senator PELL. We thank you.

Governor KEAN. I also could not be here without commending you, sir, for your leadership in education over a good many years. There are a good many children who would thank you were they here with us, and also Senator Stafford. The two of you have been people who we look to in the United States Congress; educators all over this country look to and commend you for your leadership, so I could not be here without first saying that and thanking you.

I am very pleased to represent the Nation's governors here today concerning the reauthorization of the Federal Elementary and Secondary Education Programs. As Chairman of the Education Subcommittee of the National Governors' Association, as former Chairman of the Education Commission of the State, as a member of the Carnegie Task Force on Teaching as a Profession and as a Governor who has fought long and hard for better schools for disadvantaged children, I know that there are very few issues more important to the Nation than the one we are talking about today.

I realize, of course, that the States are not acting alone to improve the quality of the education for disadvantaged children. From the earliest, leadership in this area has come from the Congress with the enactment of Title I, the first compensatory education program way back in 1965.

For this historic Federal leadership the education community continues to be grateful. The changes that the Congress prompted in education through this legislation, of course, have been far reaching.

The task and challenge that the Congress now has before it to evaluate whether the historic structure of the Chapter 1 should be continued into the mid-1990's or whether in light of significant change in the structure of education services and, of course, in the needs of our children it is time to rethink, simply rethink the historic partnership that exists between Federal, State and, of course, the local school districts to better educate our disadvantaged students.

Today I would argue for a fundamental change.

What are the changing circumstances that make reauthorization of Elementary and Secondary Education programs particularly significant and challenging for this Congress? First, in the last few years the States have become in many ways the Nation's leaders in reforming and improving America's schools. States have established standards for teachers and for students.

In New Jersey, for instance, people told me that it might be unfair if we kept on raising the standards for urban minority students. But I stood with those students and their parents and we raised standards anyway and, believe me, the students are rising to the mark.

States have invested large sums toward improving the quality of education. We have increased in the legislatures the expenditures by over $27 billion in the last number of years. New Jersey alone has increased our expenditures for education by over one billion just simply since I became Governor.

States are increasingly paying attention on their own to the needs of disadvantaged children. Nineteen States now have their own compensatory education program, an increase of six since the 1981-82 school year; and in New Jersey, for example, we now spend about $160 million on compensatory education programs. More students now receive services from our State program than receive services from Chapter 1.

The Congress has shown extraordinary leadership by asking hard questions concerning Federal education programs. Your support of a first rate congressionally mandated study of Chapter 1 has clarified the issues in the Chapter 1 program and laid the groundwork for an emerging consensus on program reform, and the results of your study are compelling.

The longer children spend in poverty, the more likely they are to fall behind at grade level in the schools. The achievement scores of all students, not just poor students, decline as the proportion of poor students in that school increases.

The majority of low achieving elementary students are not receiving Chapter 1 services; yet some students who did receive program services had above average reading skills. These results speak for program reform and for change.

The economic circumstances of our Nation's children also make reauthorization of these Federal programs more important than ever. In 1985, a year of economic growth and prosperity for most of this country, 20 percent of our Nation's children were members of families with incomes just simply below the poverty level.

After 20 years of funding the Federal Compensatory Education Program and an expanded State and local commitment compensatory education, we have had some gains. But disadvantaged children and schools with high concentrations of poor students still rank far below the national average in achievement.

In schools where poor children make up more than 24 percent of the enrollment, nearly half the students score below the 25th percentile on achievement tests.

This year, because of the tremendous changes that have taken place in education, the nation's governors, through the National Governors' Association, have overhauled their policy recommendations for Federal Elementary and Secondary Education Programs.

As Chairman of the Education Subcommittee for the National Governors, I urge you to consider the following principles as you proceed with the reauthorization of the elementary and secondary education program. These principles are in my written testimony and, therefore, I would like to submit them for the record.

Senator **Pell**. Without objection.

Governor **Kean**. Now, these principles I believe apply to the specifics of the Chapter 1 program. Above all, the programs we support must be of high quality, and those programs must work for youngsters, and I outline the program this way.

First of all, let schools and districts plan and let us and the States review. You in the Congress and we in the States should expect schools and districts to define objectives, standards and activities to meet them. The State Education Act situation would review and approve these schools in district plans.

Federal and State guidelines would require that school districts commit themselves to definite results but not necessarily specify the methods in order to get to those results. Schools and districts would be able to support real parental involvement. Federal and State educators would put information about alternative good practices in the hands of local boards and administrators but the choice of how to get there would be theirs.

Secondly, expect the States to check performance. The States should conduct annual reviews of the district performance. The focus would be on results achieved and progress made. States would adopt principles under which they would require corrective action by schools and by districts.

Third, we must have a mechanism of rewarding high performance. A portion of the Chapter 1 funds I believe should be available to recognized schools and districts which raise student achievement significantly. These funds would represent an investment in a successful school, in leadership and in teaching. Let the local people in those special places do what they want with funds because they have proven their capacity to manage wisely.

Next, provide for direct State action. In cases where the schools or districts year after year after year simply fail to correct recurring problems, or where the actions had no effect, the State agency should have the authority to direct specific actions.

If this failure pattern persists year after year the State should be expected to take whatever actions are necessary until the local authorities develop a convincing solution and kids are being educated again.

Those are major changes. But alone I don't believe they are enough. We must concentrate the money. Today over 90 percent of the school districts receive some Chapter 1 money. We take a terrible risk, it seems to me, in a time of diminishing resources, to spread these funds so thinly.

Over 40 percent of poor, low achieving students receive no Federal compensatory education. Over time I believe we should gradually shift basic grant funds to high poverty districts.

I am urging a long-term, prudent realignment of our resources. I believe we can achieve this as a Nation over about the next five years.

I am not among those who argue for small concentration grants. The whole program, I believe, should become a matter of concentration. I am urging that we get ready to concentrate our funds, our energy and ideas to this problem because I think we ignore it at our peril.

The uneducated, unemployable and unconnected among our young people are not wholly a State problem nor a local one. Helping them is very, very much in the national interest.

Now, many would agree with the need and the high purpose but would ask why would we reward past failure in some of these districts with more money?

And the answer is we must combine more money with better controls and better tools, better controls on performance. We can start now, I believe, with the new approach for a significant number of districts, and I would outline that part of the program this way.

I think we have to concentrate our energies and our leadership. I propose we establish a new program to provide the best in education leadership and reform to our high need districts. Schools that would qualify would be from the lowest quartile of both wealth and achievement. Participation would be voluntary. If they chose not to be part of this special effort they would continue to be funded simply through the regular program I described.

If they did agree to participate, they would take part in all of the programs feature I mentioned before and the following additional ones.

I think we must offer a schoolwide scope of action. All schools in this program would develop school-wide programs. Local authorities would have broad latitude, again, in designing programs and subject to plan approval and subsequent review of results, would have relatively few restrictions on how the funds could be spent.

In this process we must enhance local leadership. State and Federal education agencies would collaborate to strengthen the leadership capacity in these schools. They would provide training of boards and administrators in a variety of proven strategies for boosting student performance.

All participating schools would belong to a consortium for the purpose of sharing information as to what has worked, what has worked in other parts of the country or in other school districts.

The goal of these activities would be to really empower local educators who wanted to take a risk and wanted to make a change, to make them champions, to give them ideas and to encourage them and let them take the credit for the success they have.

Again, we are looking for results. I think we have to provide small planning grants. School authorities will need this support to apply the ideas and suggestions they get from this training.

Schools and districts get results. I think we have got to back them up. After two years, participating schools and districts that really show significant evidence of students' performance, where you see kids starting to learn by every evidence, and then I think they should get major increases in funding.

State and Federal education agencies should collaborate in defining the appropriate standards of performance.

Now I realize you are considering other programs in addition to Chapter 1. Let me say a few words about the other programs.

Generally the States and school districts have greatly benefited from the flexibility of the Chapter 2 block grant. We would support reauthorization in its current form.

I would like to encourage you to keep a significant amount of funding at the State level for innovative programs.

In New Jersey we were able to join efforts of our Department of Education, Higher Education, and the private sector to develop a completely new algebra curriculum that now is being used in 18 school districts and 180 classrooms.

We established a mathematics teacher retraining program at one of our State colleges which attracted teachers from all over the State who want to improve their skills. No district alone would have been able to develop these programs but State level funding has been able to nurture them.

In summary, I am struck by the fact we have an emerging consensus between the governors, the State superintendents, educators, parents and child advocacy groups regarding our Nation's schools and the way we must prepare for the future.

The consensus is emerging that we must concentrate our resources and attention on the most vulnerable group of students in our society.

In many ways the resources available to them outside of the school are minimal. They don't have the same support services that the other kids have. Therefore, we have got to do even more in the schools.

Twenty years ago the Congress acted because the States had failed to act. In more recent times, some in the States decry a Federal withdrawal from the education policy arena and act as if all leadership resides in the States and, of course, there are those who say all real reform is in the local schools.

It is time to rethink the partnership. The fact is that we all need each other desperately. Federal action, I know, must be limited by the deficit. The economies of nearly a third of the States are also very weak. While some local districts have the money and ideas, many need help very badly. We all have limits but I think we can share our strengths out of a sense of common purpose.

We share in a large measure, because of research you supported, a common view of the problem. We are close, I think, to consensus as to what to do about it. We have seen the facts and we can guess, all of us, the consequences of inaction.

What we need to do, I think, is agree to take some risks together in the interests of the children.

Thank you very much.

[The prepared statement of Governor Kean follows:]

National Governors' Association

Bill Clinton
Governor of Arkansas
Chairman

Raymond C. Scheppach
Executive Director

STATEMENT OF

THE HONORABLE THOMAS H. KEAN

GOVERNOR OF NEW JERSEY AND
CHAIRMAN OF THE SUBCOMMITTEE ON EDUCATION
NATIONAL GOVERNORS' ASSOCIATION

before the

SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
UNITED STATES SENATE

on

THE REAUTHORIZATION OF
THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT
(S. 373)

May 7, 1987

HALL OF THE STATES · 444 North Capitol Street · Washington, D.C. 20001-1572 · (202) 624-5300

I AM PLEASED TO REPRESENT THE VIEWS OF THE NATION'S GOVERNORS TODAY CONCERNING THE REAUTHORIZATION OF FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS. AS CHAIRMAN OF THE EDUCATION SUBCOMMITTEE OF THE NATIONAL GOVERNORS' ASSOCIATION, AS A FORMER CHAIRMAN OF THE EDUCATION COMMISSION OF THE STATES, AS A MEMBER OF THE CARNEGIE TASK FORCE ON TEACHING AS A PROFESSION, AND AS A GOVERNOR WHO HAS FOUGHT LONG AND HARD FOR BETTER SCHOOLS FOR DISADVANTAGED CHILDREN, I KNOW THAT THERE ARE FEW ISSUES MORE IMPORTANT TO THE NATION'S FUTURE.

THE NATION'S GOVERNORS BELIEVE THAT EDUCATION IS THE SINGLE MOST IMPORTANT ENTERPRISE FOR WHICH THEY ARE RESPONSIBLE. IT IS SIGNIFICANT, NOT ONLY IN THE IMMEDIATE SENSE THAT IT CONSUMES MUCH OF OUR FISCAL RESOURCES AND MUCH OF OUR TIME, ENERGY AND EFFORT, BUT FOR THE PROMISE WHICH A STRONG PUBLIC EDUCATION SYSTEM OFFERS FOR THE FUTURE. BECAUSE OF THIS, THE GOVERNORS ARE COMMITTED TO IMPROVING THE QUALITY OF EDUCATION IN THEIR STATES.

I REALIZE, OF COURSE, THAT THE STATES ARE NOT ACTING ALONE TO IMPROVE THE QUALITY OF EDUCATION FOR DISADVANTAGED CHILDREN. SOME OF THE EARLIEST LEADERSHIP IN THIS AREA CAME FROM THE CONGRESS, WITH THE ENACTMENT OF TITLE I, THE FIRST COMPENSATORY EDUCATION PROGRAM, IN 1965. FOR THIS HISTORIC FEDERAL LEADERSHIP, THE EDUCATION COMMUNITY CONTINUES TO BE GRATEFUL. THE CHANGES THAT THE CONGRESS PROMPTED IN EDUCATION THROUGH THAT LEGISLATION WERE FAR-REACHING.

THE TASK AND CHALLENGE BEFORE THE CONGRESS NOW IS TO EVALUATE WHETHER THE HISTORIC STRUCTURE OF THE CHAPTER I PROGRAM SHOULD BE CONTINUED INTO THE MID-1990's, OR WHETHER -- IN LIGHT OF SIGNIFICANT CHANGE IN THE STRUCTURE OF EDUCATION SERVICES AND THE NEEDS OF OUR CHILDREN -- IT IS TIME TO RETHINK THE HISTORIC PARTNERSHIP BETWEEN FEDERAL, STATE, AND SCHOOL DISTRICT GOVERNMENTS, TEACHERS AND PARENTS IN ORDER TO BETTER EDUCATE OUR MOST DISADVANTAGED STUDENTS.

TODAY I WILL ARGUE FOR FUNDAMENTAL CHANGE.

WHAT ARE THE CHANGING CIRCUMSTANCES THAT MAKE REAUTHORIZATION OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS PARTICULARLY SIGNIFICANT AND CHALLENGING FOR THE CONGRESS?

FIRST, IN THE LAST FEW YEARS THE STATES HAVE BEEN THE NATION'S LEADERS IN REFORMING AND IMPROVING AMERICA'S SCHOOLS.

STATES HAVE ESTABLISHED STANDARDS FOR STUDENTS AND TEACHERS. IN NEW JERSEY MANY TOLD ME THAT IT WAS UNFAIR TO URBAN MINORITY STUDENTS TO RAISE GRADUATION STANDARDS. BUT I STOOD WITH THOSE YOUNGSTERS, RAISED THE STANDARDS -- AND THEY ARE RISING TO THE MARK. WE HAVE RECRUITED MORE QUALIFIED TEACHERS, PEOPLE WHO MEET DEMANDING QUALIFICATIONS.

STATES HAVE INVESTED LARGE SUMS TOWARDS IMPROVING THE QUALITY OF EDUCATION. OVER THE LAST SIX YEARS THE LEGISLATURES HAVE INCREASED THEIR EDUCATION EXPENDITURES BY OVER $27 BILLION. AND WE WILL PERSIST IN THESE EFFORTS. NEW JERSEY ALONE HAS INCREASED ITS EXPENDITURES FOR EDUCATION BY OVER $1 BILLION SINCE I'VE BEEN GOVERNOR.

STATES ARE INCREASINGLY PAYING ATTENTION, ON THEIR OWN, TO MEETING THE NEEDS OF DISADVANTAGED CHILDREN. NINETEEN STATES NOW HAVE THEIR OWN COMPENSATORY EDUCATION PROGRAM -- AN INCREASE OF SIX SINCE THE 1981-82 SCHOOL YEAR. NEW JERSEY NOW SPENDS $159 MILLION ON ITS STATE COMPENSATORY EDUCATION PROGRAM, AND MORE STUDENTS RECEIVE SERVICES FROM THE STATE PROGRAM THAN FROM CHAPTER I.

THE GOVERNORS ARE COMMITTED TO EDUCATION REFORM, AND WE WILL PERSIST -- SOMETIMES AGAINST GREAT OPPOSITION. SOME GOVERNORS, AND I AM ONE OF THEM, ARE SEEKING THE AUTHORITY TO TAKE DIRECT ACTION WITH SCHOOL DISTRICTS WHO CONSISTENTLY FAIL THEIR RESPONSIBILITIES TO THE CHILDREN. LET ME TELL YOU WHAT I WANT TO DO. I'VE INTRODUCED LEGISLATION TO PERMIT SUSPENSION OF THE BOARD, FIRING OF THE SUPERINTENDENT, APPOINTMENT OF A STATE SUPERINTENDENT AND EVALUATION OF THE COMPETENCE OF ALL SCHOOL PRINCIPALS IN THAT TROUBLED DISTRICT. LET ME STRESS THAT THIS WOULD BE A LAST RESORT. BUT OUR RESPONSIBILITY IS TO THE CHILDREN, NOT THE STATUS QUO.

THE CONGRESS HAS SHOWN EXTRAORDINARY LEADERSHIP BY ASKING THE HARD QUESTIONS CONCERNING FEDERAL EDUCATION POLICY. YOUR SUPPORT OF A FIRST-RATE CONGRESSIONALLY MANDATED STUDY OF CHAPTER I HAS CLARIFIED THE ISSUES IN THE CHAPTER I PROGRAM AND LAID THE GROUNDWORK FOR AN EMERGING CONSENSUS ON PROGRAM REFORM. YOU SHOULD TAKE CREDIT FOR THAT ACHIEVEMENT. THE RESULTS OF YOUR STUDY ARE COMPELLING:

- THE LONGER CHILDREN SPEND IN POVERTY, THE MORE LIKELY THEY ARE TO FALL BEHIND GRADE LEVEL IN SCHOOL;

- THE ACHIEVEMENT SCORES OF ALL STUDENTS -- NOT JUST POOR STUDENTS -- DECLINE AS THE PROPORTION OF POOR STUDENTS IN A SCHOOL INCREASES; AND,

- THE MAJORITY OF LOW-ACHIEVING ELEMENTARY STUDENTS ARE NOT RECEIVING CHAPTER I SERVICES, YET SOME STUDENTS WHO DID RECEIVE PROGRAM SERVICES HAD ABOVE AVERAGE READING SKILLS.

THESE RESULTS SPEAK FOR PROGRAM REFORM AND CHANGE.

THE ECONOMIC CIRCUMSTANCES OF OUR NATION'S CHILDREN ALSO MAKE THE REAUTHORIZATION OF THESE FEDERAL PROGRAMS MORE IMPORTANT THAN EVER. IN 1985, A YEAR OF ECONOMIC GROWTH AND PROSPERITY, 20 PERCENT OF OUR NATION'S CHILDREN WERE MEMBERS OF FAMILIES WITH INCOMES BELOW THE POVERTY LEVEL. THE PROBABILITY OF POVERTY IS EVEN HIGHER FOR CERTAIN GROUPS OF INDIVIDUALS -- 43 PERCENT OF BLACK CHILDREN, AND 40 PERCENT OF HISPANIC CHILDREN LIVED IN POOR HOUSEHOLDS. THESE ALARMING STATISTICS HAVE LED TO THE CONGRESSIONAL INTEREST IN WELFARE PROGRAM REFORM AND SPEAK ALSO FOR A HARD EVALUATION OF EDUCATION PROGRAMS.

AFTER OVER TWENTY YEARS OF FUNDING THE FEDERAL COMPENSATORY EDUCATION PROGRAM AND AN EXPANDED STATE AND LOCAL COMMITMENT TO COMPENSATORY EDUCATION, THERE HAVE BEEN POSITIVE GAINS, BUT DISADVANTAGED CHILDREN AND SCHOOLS WITH HIGH CONCENTRATIONS OF POOR STUDENTS STILL RANK FAR BELOW THE NATIONAL AVERAGE IN ACHIEVEMENT.

IN SCHOOLS WHERE POOR CHILDREN MAKE UP MORE THAN 24 PERCENT OF THE ENROLLMENT, NEARLY HALF OF THE STUDENTS SCORE BELOW THE 25th PERCENTILE ON ACHIEVEMENT TESTS.

AN INCREASING NUMBER OF THE CHILDREN WE ARE EDUCATING IN OUR CENTRAL CITIES ARE POOR. IN 1983, 30 PERCENT OF THE CHILDREN ENROLLED IN CENTRAL CITY SCHOOLS WERE BOTH POOR AND MINORITY, AS OPPOSED TO 18 PERCENT IN 1971. BY THE MID-1990's -- WHEN THE LEGISLATION YOU ARE WRITING WILL EXPIRE -- IT IS ESTIMATED THAT THE PROPORTION OF CHILDREN ENROLLED IN PUBLIC SCHOOLS FROM DISADVANTAGED BACKGROUNDS WILL BE EVEN GREATER THAN TODAY. WE SIMPLY HAVE TO DO A BETTER JOB OF BRINGING THESE CHILDREN INTO THE MAINSTREAM OF AMERICAN LIFE -- THROUGH DECENT EDUCATION AND RESPONSIBLE JOBS.

NOT ONLY IS IT THE FAIR AND MORALLY CORRECT THING TO DO, BUT OUR SOCIETY CANNOT CONTINUE TO PROSPER UNLESS WE DO SO.

THERE ARE NO SPARE PEOPLE IN THIS SOCIETY. NEW JERSEY IS ALREADY BEGINNING TO SEE TOO MANY HIGHLY SKILLED JOBS CHASING TOO FEW SKILLED WORKERS. WE MUST EXPAND THE NUMBER OF WORKERS WHO HAVE ADVANCED SKILLS -- OR THOSE HIGH TECH JOBS WILL GO AWAY.

THIS YEAR, BECAUSE OF THE TREMENDOUS CHANGES THAT HAVE TAKEN PLACE IN EDUCATION, THE NATION'S GOVERNORS -- THROUGH THE NATIONAL GOVERNORS' ASSOCIATION -- OVERHAULED THEIR POLICY RECOMMENDATIONS FOR FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS. AS CHAIRMAN OF THE EDUCATION SUBCOMMITTEE FOR THE NATIONAL GOVERNORS' ASSOCIATION, I URGE YOU TO SERIOUSLY CONSIDER THE FOLLOWING PRINCIPLES AS YOU PROCEED WITH THE REAUTHORIZATION OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS. THEY ARE:

1. RESPECT THE STATE'S RESPONSIBILITY TO SET HIGH STANDARDS AND FOLLOW THROUGH. I MENTIONED EARLIER THAT GOVERNORS HAVE SET HIGH STANDARDS FOR STUDENT PERFORMANCE. OVER TIME, WE WILL RAISE THEM. WE WANT TO GIVE DISTRICTS AND SCHOOLS FREEDOM IN DESIGNING PROGRAMS TO HELP STUDENTS MEET THOSE STANDARDS, BUT WE INTEND TO WATCH THE RESULTS. YOU SHOULD SUPPORT THIS APPROACH.

2. SUPPORT THE STATE FOCUS ON SCHOOLS. RESEARCH JUSTIFIES THE CONCENTRATION ON SCHOOL-WIDE IMPROVEMENTS AND PERFORMANCE.

3. HELP US CONCENTRATE ON SCHOOLS WITH THE GREATEST NEED. I WILL TALK ABOUT THIS POINT IN GREAT DETAIL, IN JUST A MOMENT.

4. HELP US REWARD PERFORMANCE.

5. LET PARENTS BE TEACHERS, TOO. FEDERAL FUNDS SHOULD BE AVAILABLE TO ENCOURAGE AND ENABLE PARENTS TO SUPPORT THE WORK OF THE SCHOOL.

6. STRENGTHEN THE FEDERAL COMMITMENT TO RESEARCH, AND INFORMATION COLLECTION AND DISSEMINATION.

7. ENHANCE THE USE OF NEW TECHNOLOGIES IN THE CLASSROOM.

NOW, HOW DO THESE GENERAL PRINCIPLES APPLY TO THE SPECIFICS OF THE CHAPTER I PROGRAM?

ABOVE ALL, THE PROGRAMS WE SUPPORT MUST BE OF HIGH QUALITY. THEY MUST WORK FOR THOSE YOUNGSTERS. I WOULD OUTLINE THE PROGRAM THIS WAY:

LET SCHOOLS AND DISTRICTS PLAN AND STATES REVIEW. YOU IN THE CONGRESS AND WE IN THE STATES SHOULD EXPECT SCHOOLS AND DISTRICTS TO DEFINE OBJECTIVES, STANDARDS AND ACTIVITIES TO MEET THEM. THE STATE EDUCATION AGENCY WOULD REVIEW AND APPROVE THESE SCHOOLS' AND DISTRICTS' PLANS. FEDERAL AND STATE GUIDELINES WOULD REQUIRE THAT SCHOOLS AND DISTRICTS COMMIT THEMSELVES TO SPECIFIC RESULTS, BUT WOULD NOT SPECIFY THE METHODS. SCHOOLS AND DISTRICTS WOULD BE ABLE TO SUPPORT REAL PARENTAL INVOLVEMENT. FEDERAL AND STATE EDUCATORS WOULD PUT INFORMATION ABOUT ALTERNATIVE GOOD PRACTICES IN THE HANDS OF LOCAL BOARDS AND ADMINISTRATORS, BUT THE CHOICE WOULD BE THEIRS.

EXPECT STATES TO CHECK PERFORMANCE. STATES WOULD CONDUCT ANNUAL REVIEWS OF DISTRICT PERFORMANCE. THE FOCUS WOULD BE ON RESULTS ACHIEVED AND PROGRESS MADE. STATES WOULD ADOPT PRINCIPLES UNDER WHICH THEY WOULD REQUIRE CORRECTIVE ACTION BY SCHOOLS AND DISTRICTS.

REWARD HIGH PERFORMANCE. A PORTION OF THE CHAPTER I FUNDS WOULD BE AVAILABLE TO RECOGNIZE SCHOOLS AND DISTRICTS WHICH RAISE STUDENT ACHIEVEMENT SIGNIFICANTLY. THESE FUNDS WOULD REPRESENT INVESTMENTS IN SUCCESSFUL SCHOOL LEADERSHIP AND TEACHING. LET THE LOCAL PEOPLE DO WHAT THEY WANT WITH THESE FUNDS, SINCE THEY WOULD HAVE PROVEN THEIR CAPACITY TO MANAGE WISELY.

PROVIDE FOR DIRECT STATE ACTION. IN CASES WHERE THE SCHOOLS OR DISTRICTS DID NOT CORRECT RECURRING PROBLEMS, OR WHERE THEIR ACTIONS HAD NO EFFECT, THE STATE AGENCY WOULD HAVE AUTHORITY TO DIRECT SPECIFIC ACTIONS. WHERE THE PATTERN OF FAILURE PERSISTS, THE STATE WOULD HAVE THE AUTHORITY TO TAKE STRONG ACTION UNTIL THE LOCAL AUTHORITIES DEVELOPED A CONVINCING SOLUTION.

THESE WOULD BE MAJOR CHANGES. BUT THEY ALONE WOULD NOT BE ENOUGH.

WE MUST CONCENTRATE THE MONEY. TODAY, OVER 90 PERCENT OF THE SCHOOL DISTRICTS RECEIVE CHAPTER I FUNDS. WE TAKE A TERRIBLE RISK IN SPREADING OUR RESOURCES SO THIN. OVER 40 PERCENT OF POOR, LOW-ACHIEVING STUDENTS RECEIVE NO FEDERAL COMPENSATORY EDUCATION.

IT WAS OUT OF CONCERN FOR THIS SITUATION THE GOVERNORS ADOPTED THEIR POLICY STATEMENT ON CONCENTRATION ON THE SCHOOLS OF GREATEST NEED. HERE IS WHAT WE SAID:

> "GOVERNORS RECOGNIZE THAT LONG TERM POVERTY AND LOW EDUCATION ACHIEVEMENT ARE LINKED, AND WE WANT TO ACT. IN SCHOOLS WITH HIGH PROPORTIONS OF STUDENTS FROM POOR FAMILIES, EVERYONE IS LIKELY TO ACHIEVE LESS. LARGE PROPORTIONS OF POOR AND LOW ACHIEVING STUDENTS DO NOT RECEIVE ANY FEDERAL EDUCATION SUPPORT. LET US CONCENTRATE FEDERAL FUNDS ON THE EDUCATION OF THESE CHILDREN."

A SOUND PRINCIPLE. HOW FAR ARE WE WILLING TO GO IN APPLYING IT? WHAT WE SHOULD DO IS MAKE THE COMMITMENT TO USE FUNDS TO REDUCE THAT PROPORTION OF UNSERVED STUDENTS. BUT WE SHOULD DO SO UNDER SPECIAL CONDITIONS THAT I WILL DESCRIBE IN A MOMENT.

OVER TIME, WE SHOULD GRADUALLY SHIFT BASIC GRANT FUNDS TO HIGH POVERTY DISTRICTS. I AM URGING A LONG TERM, PRUDENT REALIGNMENT OF OUR RESOURCES. I BELIEVE WE CAN ACHIEVE THIS AS A NATION OVER THE NEXT FIVE

YEARS. I AM NOT AMONG THOSE WHO ARGUE FOR A SMALL CONCENTRATION GRANT; THE WHOLE PROGRAM SHOULD GRADUALLY BECOME A MATTER OF CONCENTRATION. I AM URGING THAT WE GET READY TO CONCENTRATE OUR FUNDS, OUR ENERGIES AND OUR IDEAS ON A PROBLEM THAT WE IGNORE AT OUR PERIL. THE UNEDUCATED, UNEMPLOYABLE, UNCONNECTED AMONG OUR YOUNG PEOPLE -- THEY ARE NOT WHOLLY A STATE PROBLEM, NOR A LOCAL ONE. HELPING THEM IS IN THE NATIONAL INTEREST.

MANY WOULD AGREE WITH THE NEED AND THE HIGH PURPOSE, BUT WOULD ASK WHY WE WOULD REWARD PAST FAILURE WITH MORE MONEY. THE ANSWER IS THAT WE MUST COMBINE MORE MONEY WITH BETTER TOOLS AND BETTER CONTROLS ON PERFORMANCE. WE CAN START NOW WITH A NEW APPROACH FOR A SIGNIFICANT GROUP OF DISTRICTS. I WOULD OUTLINE THAT PART OF THE PROGRAM THIS WAY:

WE MUST CONCENTRATE OUR ENERGIES AND LEADERSHIP. I PROPOSE WE ESTABLISH A NEW PROGRAM TO PROVIDE THE BEST IN EDUCATION LEADERSHIP AND REFORM TO OUR HIGH NEED DISTRICTS. SCHOOLS THAT WOULD QUALIFY WOULD BE FROM THE LOWEST QUARTILE OF WEALTH AND ACHIEVEMENT. PARTICIPATION WOULD BE VOLUNTARY. IF THEY CHOSE NOT TO BE PART OF THIS SPECIAL EFFORT, THEY WOULD CONTINUE TO BE FUNDED UNDER THE PROGRAM I DESCRIBED ABOVE.

IF THEY DID AGREE TO PARTICIPATE, THEY WOULD TAKE PART IN ALL THE PROGRAM FEATURES I MENTIONED BEFORE, AND THE FOLLOWING ADDITIONAL ONES:

WE MUST OFFER A SCHOOL-WIDE SCOPE OF ACTION. ALL SCHOOLS IN THIS PROGRAM WOULD DEVELOP SCHOOL-WIDE PROGRAMS. LOCAL AUTHORITIES WOULD HAVE BROAD LATITUDE IN DESIGNING PROGRAMS, AND SUBJECT TO PLAN APPROVAL AND SUBSEQUENT REVIEW OF RESULTS, WOULD HAVE RELATIVELY FEW RESTRICTIONS ON HOW THE FUNDS COULD BE SPENT.

WE MUST ENHANCE LOCAL LEADERSHIP. STATE AND FEDERAL EDUCATION AGENCIES WOULD COLLABORATE TO STRENGTHEN THE LEADERSHIP CAPACITY IN THESE SCHOOLS. THEY WOULD PROVIDE TRAINING OF BOARDS AND ADMINISTRATORS IN A VARIETY OF PROVEN STRATEGIES FOR BOOSTING STUDENT PERFORMANCE. ALL PARTICIPATING SCHOOLS WOULD BELONG TO A CONSORTIUM FOR THE PURPOSE OF SHARING INFORMATION ABOUT EFFECTIVE PRACTICE. THE GOAL OF ALL THESE ACTIVITIES WOULD BE TO EMPOWER LOCAL EDUCATORS, TO MAKE THEM CHAMPIONS, TO GIVE THEM IDEAS AND ENCOURAGEMENT, AND TO LET THEM TAKE CREDIT FOR SUCCESS. BUT AGAIN, WE ARE LOOKING FOR RESULTS.

WE MUST PROVIDE SMALL PLANNING GRANTS. SCHOOL AUTHORITIES WILL NEED THIS SUPPORT TO APPLY THE NEW IDEAS AND SUGGESTIONS FROM THEIR TRAINING.

IF SCHOOLS AND DISTRICTS GET RESULTS, WE MUST BACK THEM UP. AFTER TWO YEARS, PARTICIPATING SCHOOLS AND DISTRICTS THAT SHOW EVIDENCE OF SIGNIFICANT IMPROVEMENT IN STUDENT PERFORMANCE WILL RECEIVE MAJOR INCREASES IN FUNDING. STATE AND FEDERAL EDUCATION AGENCIES WILL COLLABORATE IN DEFINING APPROPRIATE STANDARDS OF PERFORMANCE.

THIS STRATEGY SUPPORTS LOCAL LEADERSHIP AND LOCAL PERFORMANCE. WHAT HAPPENS TO THOSE WHO DO NOT DEMONSTRATE PERFORMANCE? THESE DISTRICTS WILL STILL RECIEVE THE BASIC GRANT. BUT SCHOOL LEADERS WILL HAVE TO EXPLAIN TO THEIR COMMUNITIES WHY THEY COULD NOT EARN PERFORMANCE FUNDS IN SPITE OF FEWER REGULATIONS AND EXTRA STATE AND FEDERAL HELP.

CHAPTER TWO

I REALIZE THAT YOU ARE ALSO CONSIDERING OTHER PROGRAMS IN ADDITION TO CHAPTER I. LET ME SAY A FEW WORDS ABOUT THEM. GENERALLY, THE STATES AND SCHOOL DISTRICTS HAVE GREATLY BENEFITTED FROM THE FLEXIBILITY OF THE CHAPTER II BLOCK GRANT, AND WE WOULD SUPPORT REAUTHORIZATION IN ITS CONTINUED FORM. IN NEW JERSEY ABOUT 70 PERCENT OF THE MONEY IS USED FOR EDUCATIONAL IMPROVEMENT AND SUPPORT. WE WOULD LIKE TO CONTINUE USING THESE FUNDS FOR EDUCATION REFORM AND IMPROVEMENT. CONSEQUENTLY, I RECOMMEND FOR YOUR SERIOUS CONSIDERATION S. 1005, WHICH WAS INTRODUCED BY SENATORS STAFFORD, DOLE, HOLLINGS AND DOMENICI.

MATH AND SCIENCE EDUCATION

I WOULD LIKE TO ENCOURAGE YOU TO KEEP, AS EXISTS UNDER CURRENT LAW, A SIGNIFICANT AMOUNT OF FUNDING AT THE STATE LEVEL FOR INNOVATIVE PROGRAMMING. IN NEW JERSEY THE DEPARTMENT OF EDUCATION AND THE DEPARTMENT OF HIGHER EDUCATION HAVE COMBINED FORCES, ATTRACTED SOME SUPPORTING FUNDS FROM THE PRIVATE SECTOR, AND DEVELOPED A COMPLETELY NEW ALGEBRA CURRICULUM THAT IS NOW BEING USED IN 18 SCHOOL DISTRICTS AND OVER 180 CLASSROOMS. WE HAVE ALSO ESTABLISHED A MATHEMATICS TEACHER RETRAINING PROGRAM AT TRENTON STATE COLLEGE WHICH HAS ATTRACTED TEACHERS FROM ALL OVER THE STATE. NO DISTRICT WORKING ALONE WOULD HAVE BEEN ABLE TO DEVELOP THESE PROGRAMS. STATE LEVEL FUNDING HAS NURTURED THEM.

IN SUMMARY, I AM STRUCK BY THE EMERGING CONSENSUS BETWEEN THE GOVERNORS, STATE SUPERINTENDENTS, EDUCATORS, PARENTS, AND CHILD ADVOCACY GROUPS REGARDING OUR NATION'S SCHOOLS AND PREPARATION FOR THE FUTURE. THE CONSENSUS IS EMERGING THAT WE MUST CONCENTRATE OUR RESOURCES AND ATTENTION ON THE MOST VULNERABLE GROUP OF STUDENTS IN SOCIETY. FOR IN MANY WAYS, THE RESOURCES AVAILABLE TO THEM OUTSIDE OF THE SCHOOLS ARE MINIMAL.

TWENTY YEARS AGO THE CONGRESS ACTED BECAUSE THE STATES HAD FAILED TO ACT. IN MORE RECENT TIMES, SOME IN THE STATES DECRY A FEDERAL WITHDRAWAL FROM THE EDUCATION POLICY ARENA AND SPEAK AS IF ALL LEADERSHIP RESIDES IN THE STATES. AND OF COURSE THERE ARE THOSE WHO SAY THAT THE REAL REFORM IS IN THE LOCAL SCHOOLS.

WE HAVE TO PUT THIS RHETORIC ASIDE. THE FACT IS WE NEED EACH OTHER. FEDERAL ACTION IS LIMITED BY THE DEFICIT. THE ECONOMIES OF NEARLY A THIRD OF THE STATES ARE WEAK. AND WHILE SOME LOCAL DISTRICTS HAVE THE MONEY AND IDEAS, MANY NEED HELP. WE ALL HAVE LIMITS, BUT WE COULD SHARE SOME STRENGTHS BORN OF OUR COMMON PURPOSE.

ITS TIME TO RETHINK THE PARTNERSHIP. WE SHARE, IN LARGE MEASURE BECAUSE OF RESEARCH YOU SUPPORTED, A COMMON VIEW OF THE PROBLEM. WE ARE CLOSE TO CONSENSUS ON WHAT TO DO ABOUT IT. WE HAVE SEEN THE FACTS, AND WE CAN GUESS THE CONSEQUENCES OF INACTION. WHAT WE NEED IS TO AGREE TO TAKE A RISK TOGETHER.

Senator PELL. Thank you very much, Governor Kean.

Very compelling testimony.

Two questions: First, what are your reasons for your recommendation to increase accountability? Could you cite a couple of instances where you feel that is necessary?

Governor Kean. I think people in general are disturbed about the fact that very often we pour money into school districts with very little to show for that money over a period of time.

Sometimes the leadership is weak. Sometimes it is incompetence. Sometimes politics intrude in a way it shouldn't in the education of our children. I have asked all 50 governors this question: "Aren't there some districts in your State where no matter what you do, year after year after year, eduction simply doesn't improve?" They all know the answer is yes.

The only way to get around that, I think, is to increase accountability, to set standards and make sure that those school districts live up to the standards. And if they don't, take drastic action.

There are schools in every one of our 50 States that simply warehouse children. We all know that. We all know. I can tell you schools in New Jersey, any other Governor could also, where in spite of all the monitoring, all the Federal action, all the State action, every evidence is that kids aren't learning anything. And you know what the result is. They go on the streets to drugs or they go into dead end jobs. We can't afford that.

In New Jersey we are taking drastic action. I have asked the legislature to allow me, allow the State, to simply take these few schools, fire the school boards, get rid of the superintendents, move the principals aside and take over the schools until we have some indication that education is again taking place and the children are being served. That is drastic.

Senator PELL. Who would take over the schools? Who do you mean?

Governor KEAN. The State Department of Education. This is very drastic action and it would happen only after four or five or six years of demonstrated failure in spite of all the money, all the State help, all the Federal funds. Whatever we could do to help them simply didn't work.

At some point you have to act in the interests of children.

Senator PELL. About 20 years ago, Senator Cooper and I introduced a measure calling for an optional examination like the New York Regency test that could be given in the high schools across the country. It would be strictly optional but at the same time it would promote a certain rivalry among superintendents and schools if they had "X" percentage of their kids who had taken the exam and passed it. It didn't fly at the time. I dusted it off last year and again introduced it.

I was wondering what your reaction would be to such an optional program administered by the Department of Education.

Governor KEAN. I think anything that promotes competition among schools to raise standards is a step in the right direction. I would be a bit concerned because I think we have to be very concerned about the schools that wouldn't even consider participating in that, because they are not educating kids to the level where almost anybody could pass that kind of test. Those schools would simply drop out, I think, of that kind of a system and somehow we have got to make them get into the system and show some results.

Senator PELL. You have to reward success and this would in a sense reward success. We need to report success because the country's decisions and business decisions and national decisions are not going to be made by the mediocre students or the retarded. They are going to be made by the exceptional students.

Governor KEAN. Yes. Absolutely right. But my concern is that right now we are wasting people. We have to use Chapter 2 funds for this. There have to be a number of programs to encourage the able, to encourage the brilliant, to make sure they have the ability to lead and that whatever talents they have enhanced. But I think if we are going to compete as a Nation we also have to do something about the dropout rate, about the kids who are simply being warehoused, about the kids who under our present system in many of this country's cities, will just never be able to take the jobs that are being created.

In New Jersey we have a situation where already too many jobs are chasing too few trained applicants. We believe that is going to be the situation in other places in the country over the next decade; and if these kids are not trained to get these jobs, not only will they have dead end lives but I believe the jobs will go elsewhere.

Senator PELL. Thank you. I agree with you about trying to eliminate the dropout rate and you will be glad to hear we have a dropout bill that we hope to get passed as part of the trade legislation or competitiveness legislation, two new buzz words, and we may have some success. We hope so.

Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman.

As a little bit of an aside to a couple of questions, Governor, the Chairman, Senator Pell, mentioned 20 years ago he had worked with Senator Cooper on educational matters. I think it behooves me this morning to comment that these programs in elementary and secondary education, programs in postsecondary education in which the Federal Government has played a role, mostly would not be here today were it not for Senator Pell.

I think he was the driving force that brought them into being. I particularly emphasize that he knows more about them certainly than I do, certainly than anybody else in the United States Senate and most of the public; and anybody who overlooks that fact, whether he or she be in the Senate or in the public, has made a serious mistake. I want to say that.

Governor KEAN. I couldn't agree more, Senator.

Senator STAFFORD. You mentioned in your testimony the importance of parent involvement and you suggested that Federal funds be available to encourage and enable parents to support the work of the schools.

I would ask you if you could make any suggestion to us now as to how we could best use Federal funds at the State level to encourage parental participation in our schools.

Governor KEAN. I think many of the programs concerning parental involvement have got to be developed at the local level because communities are so different. We know now, for instance, that in many, many communities, if there are two parents, they are both working. So there generally isn't a parent who can get involved in the PTA to the extent they used to a number of years ago.

I think we have got to have programs and can encourage programs, everything from bringing parents right into the school, which is sometimes very much discouraged by the school administrators, to see what is going on.

I think we have got to encourage programs where the teachers reach out of the school and perhaps call the parents from time to time, and just comment on how a particular child is doing. I think there are a number of programs that can be developed which bring the parent into full participation in the working of the school so they not only see how their child is doing but how the school is working.

But I think the legislation would have to encourage this to be worked out at the local level. There could be standards set, but I think the local level is the one that would have to devise the program depending on the community.

Senator STAFFORD. Thank you, Governor.

What have States done in your observation to encourage business partnerships and involvement in schools?

I am thinking of the business involvement by businesses that are prospective employers of people coming out of the secondary schools, vocational education, secondary schools, and so on.

What have they done in your observation and do you see this as an important way to improve some of our school activities?

Governor KEAN. There is a great deal going on right now in all of the States as far as business involvement goes. Yet it is not nearly enough. I don't think that most businessmen and women have yet made the connection as clearly as they should between their own economic future and the welfare of the kids, sometimes in first, second and third grade, because that's when we lose them. There are a number of businesses that are doing it.

In our State and in many States, they have Adopt-a-School programs. In our State and other States some of them are starting Adopt-a-Classroom, which is interesting, where they follow the class of students from first or second or third grade right on through.

One business group has done what I believe was done first in New York by an individual, sort of offering incentives to kids if they can get through to college. The business is willing to pay.

There are many, many job training programs which work directly with high school graduates. We have a whole welfare reform proposal where an elementary part of it is business providing decent jobs in exchange for people agreeing to work. The jobs and the training come first.

In other words, there are a number of business participations, but I think it has got to be much, much more if we are going to succeed in this effort.

Senator STAFFORD. We agree with you and we are proposing some legislation we hope will improve that situation as far as we can from the Federal angle.

Let me close by thanking you and expressing our appreciation to you for your own leadership in education and the fact that you have made it one of your top priorities as Governor of New Jersey We are very glad you are here and we appreciate your help.

Governor KEAN. Thank you very much.

Senator PELL. Thank you very much, Governor, for being with us. Good luck to you, indeed.

We now come to our panels. I would suggest that we combine both panels and bring up two more chairs. I would ask the staff and I would ask if Dr. Gerald Tirozzi, Commissioner of Education for Connecticut would come up, and The Reverend Thomas Gallagher, Secretary of Education, Catholic Conference; Dr. Robert Wentz, Superintendent of Schools, Las Vegas, Nevada; Dr. Jerome Jones, Superintendent of Public Schools, St. Louis; and an old friend of this Senator when he was in Rhode Island, Dr. Jay Donaldson, and Dr. Dorothy Rich.

STATEMENTS OF GERALD N. TIROZZI, COMMISSIONER OF EDUCATION, STATE OF CONNECTICUT, ON BEHALF OF COUNCIL OF CHIEF STATE SCHOOL OFFICERS, HARTFORD, CT; REV. THOMAS G. GALLAGHER, SECRETARY OF EDUCATION, U.S. CATHOLIC CONFERENCE, WASHINGTON, DC; ROBERT C. WENTZ, SUPERINTENDENT OF SCHOOLS, LAS VEGAS, NE, ON BEHALF OF AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS; JEROME B. JONES, SUPERINTENDENT, ST. LOUIS PUBLIC SCHOOLS, ON BEHALF OF THE COUNCIL OF THE GREAT CITY SCHOOLS; JAY K. DONALDSON, CHAPTER 1 DIRECTOR, UTAH STATE OFFICE OF EDUCATION, SALT LAKE CITY, UT, AND DOROTHY RICH, PRESIDENT, HOME AND SCHOOL INSTITUTE, WASHINGTON, DC

Senator PELL. I thank all of you for being with us. I would ask if you would be kind enough to limit your oral presentation to 5 minutes. The yellow lights go on in about 4½ minutes as a warning that your time will soon expire.

I think we ought to lead off out of order because I understand Dr. Jones has an airplane to catch, so we will lead off with you and you should feel free to scoot off whenever you have to go.

Mr. JONES. Thank you, Senator Pell.

Senator PELL. Good to see you again.

Mr. JONES. Good morning, Senator Stafford.

My name is Jerome Jones and I am Superintendent of Schools in St. Louis, Missouri. I am pleased to testify today on behalf of the Council of Great City Schools.

Senator PELL. Could you pull the mike a tiny bit closer?

Mr. JONES. The Council of the Great City Schools is a national organization comprised of 43 of the Nation's largest inner city public school systems. Our leadership is comprised of the superintendent and one board member from each city, making the Council the only educational group so constituted and the only one whose membership and purpose is solely urban.

The Council's membership serve about 5 million inner city youngsters or approximately 12 percent of the Nation's public school enrollment. About one-third of the Nation's black children, 27 percent of the Hispanic children, and 20 percent of the Nation's Asian children are being educated in these schools.

In addition, about one-quarter of all the children below the poverty level in this Nation reside in our cities and nearly 80 percent of our urban children are eligible for either free lunch or reduced lunch prices.

Today I would like to address my testimony to a series of recommendations as they relate to the Chapter 1 and Chapter 2 reauthorization.

Number one, the Council of the Great City Schools recommends the concentration of more Federal resources on inner city and rural areas with unusually large numbers and percentages of poor children.

Number two, the Council recommends the broadening of the size and scope of Federal programs to address early childhood and secondary school improvement efforts.

Number three, the Council recommends increasing the proportion of Federal money spent on local levels where school programs for such children are implemented.

Number four, the Council recommends allowing more school and administrative flexibility to design programs for greater chances of success.

Number five, the Council recommends the curtailing of the State regulatory activity that is counterproductive to congressional intent and good programmatic sense. Earlier we heard testimony about the need for State involvement and State control as it relates to the implementation of local programs.

I think that there are valid aspects to that, but there is a need for greater sensitivity on the part of the State in terms of assisting and allowing local school districts to identify and respond to problems as they define them.

Number six, the Council recommends the development of new mechanisms for rewarding programmatic success and innovations.

Number seven, the Council recommends creating new ways to address the educational welfare of schools with high proportions of poor children.

Number eight, the Council recommends improving parental support and involvement in ways that are both workable and supportive.

As you know, in former years there were discrete and express provisions in Title I law for parental participation. For the most part those have been reduced or mitigated and today we have very little parental participation in the Title I, Chapter 1, Chapter 2 process.

Number nine, the Council recommends improving, clarifying the rules of programs as they relate to public and private schools. As you know, there has been difficulty in terms of the administration and implementation of programs in parochial schools throughout the Nation.

Number 10, the Council would recommend the reduction in the set-asides of monies at State levels currently under Chapter 2 requirements and regulations.

Some 20 percent of the entitlement for Chapter 2 is held at the State level. We think that amount is far too high and it should be reduced by at least 50 percent.

And number 11, we agree with statements relative to insuring greater accountability but not only at local levels but at State levels also.

These are the basic recommendations of the Council of the Great City Schools as it relates to Chapter 1 and 2, and I am pleased to answer any questions.

[The prepared statement of Mr. Jones follows:]

TESTIMONY
ON
THE REAUTHORIZATION OF FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS
CHAPTER 1 AND CHAPTER 2
BEFORE THE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES
U.S. SENATE

PRESENTED BY
JEROME JONES
SUPERINTENDENT
ST. LOUIS PUBLIC SCHOOLS

ON BEHALF OF
THE COUNCIL OF THE GREAT CITY SCHOOLS

MAY 7, 1987
WASHINGTON, D.C.

TESTIMONY ON THE REAUTHORIZATION OF FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS
ON BEHALF OF
THE COUNCIL OF THE GREAT CITY SCHOOLS

Mr. Chairman, my name is Jerome Jones, Superintendent of the St. Louis Public Schools, and I am pleased to be testifying today on behalf of the Council of the Great City Schools. I thank the Subcommittee and its esteemed chairman for the opportunity to testify today on the reauthorization of Chapters 1 and 2 of the Educaton Consolidation and Improvement Act.

Currently in its 31st year, the Council of the Great City Schools is a national organization comprised of now 43 of the nation's largest inner-city public school systems. Our leadership is comprised of the Superintendent and one Board of Education member from each city, making the Council the only education group so constituted and the only one whose membership and purpose is solely urban.

The Council's membership serves about five million inner-city youngsters, or approximately 12% of the nation's public school enrollment. About one-third of the nation's Black children, 27% of the Hispanic children and 20% of the nation's Asian children are being educated in our schools. In addition, about one-quarter of all the children below poverty in this nation reside in our cities (see attached table) and nearly 80% of our urban children are eligible for either a free or reduced price lunch daily.

Mr. Chairman, I would like to devote my testimony this morning largely to Chapter 1 and the recommendations that we would make for changing it. Also we would like to make a number of observations about Chapter 2 and the Chairman's own bill, S. 627, The Targeted Educational Assistance Act.

Mr. Chairman, the futures of a great number of our inner-city school children are at stake in the reauthorization of the Chapter 1/Title I program. The members of our organization will receive about $820 million in FY87 from Chapter 1 (Part A) to serve approximately one-million children--nearly one-quarter of all those in the program nationally. We are particularly enthusiastic about the reauthorization process, the first in-depth Congressional review of the program in nearly ten years, and look forward to working with the Committee in enhancing this most important national effort.

At this time, I would like to highlight briefly several of the general principles that serve to guide our specific recommendations for improving Chapter 1 and Chapter 2. The Council suggests that the Committee's efforts in the reauthorization process be devoted to:

1) Concentrating more federal resources on inner city and rural areas with unusually large numbers and percentages of poor children;
2) Broadening the size and scope of federal programs to address early childhood and secondary school improvement efforts;
3) Increasing the proportion of federal monies spent at the local level where programs for children are implemented;
4) Allowing schools the administrative flexibility to design programs with the greatest chance of success;
5) Curtailing state regulatory activity that is counter to Congressional intent and good programmatic sense;
6) Developing new mechanisms for rewarding programmatic success and innovations;

7) Creating new ways to address the educational welfare of entire schools with high proportions of poor children;
8) Improving parental support and involvement in ways that are both workable and supportive;
9) Clarifying the rules for programming to both public and private schools; and
10) Designing new ways to ensure program accountability at the local and state levels.

From these general recommendations, the Council of the Great City Schools would make the following specific proposals for Chapter 1.

- Concentration of Funding: First, we would propose that Chapter 1 include an automatic triggering of the next $400 million in new appropriations for Chpater 1 concentration grants, with funding distributed only to those that meet specific poverty criteria (based on percent or number poor). These new funds will clearly respond to some recent national criticisms that Chapter 1 funds are not closely enough targeted on the neediest areas. As the Chairman knows, the current distribution formula sends Chapter 1 dollars to nearly every school system in the nation. A poor child in a wealthy area of a state generates as much funding as a poor child in a poor district. While poverty among children in any locale has devastating effects, the research clearly shows that a poor child surrounded predominantly by other poor children has far greater academic needs than a poor child surrounded by those more fortunate. Low achievement among groups of children is far more entrenched and difficult to reverse when the depth and extent of poverty is so great and so concentrated.

The Council's own data suggests that the overall decline in targeting of Chapter 1 funds on the neediest areas since FY80 may, in part, be due to the elimination of concentration grants in FY82 (the 1982-83 school year). Between FY80 (when concentration grants were funded at only $100 million) and FY82 (when the grants were eliminated), the urban school share of the total Part A federal appropriation dropped from 23.0% to 21.5%--a net loss in FY82 of $39.1 million, over-and-above the losses felt because of budget cuts that year.

The Council of the Great City Schools supports the base portion of the current formula because its' broadness contributes to the political support the program enjoys and because poor children everywhere deserve assistance. We would, therefore, resist attempts to tamper with it even if the proposals for change work to our fiscal advantage. Conversely, we believe that the additional concentration of Chapter 1 funds does not work to the disadvantage of non eligible districts but rather helps protect funding for all by protecting the program from charges of ill-targeting.

We would also recommend, Mr. Chairman, that Chapter 2 be treated in a similar manner. The Chairman has introduced legislation (S.627), the Targeted Educational Assistance Act, that would extend the Chapter 2 authorization and would target its uses around five specific areas. If the Committee is disposed to doing this, then we would recommend that the program's funding be targeted as well by distributing all according to the Chapter 1 formula.

- Early Childhood and Secondary Programs: Secondly, the Council suggests that it may be time for Congress to authorize new Chapter 1- like program at the pre-school and secondary grade levels. The research evidence is overwhelming that early intervention with youngsters, particularly poor youngsters, pays enormous dividends. While the current Chapter 1 program does not restrict funding to these two populations, regulatory constraints and lack of dollars often result in the programs' resources squeezed into the first three to six grade levels.

We would urge the Committee in the course of its deliberations to explore two new program elements for each population in connection with Chapter 1. A preschool program, authorized in the $50m to $100m range, might be shaped for instance to permit competitive grants from the federal or state levels to coordinate academic readiness programs for poor children down to age three with community child care efforts and with efforts at parent training.

A secondary school program ought to be larger--say $500m, formula driven based on poverty; permit mostly academic but some non-instructional services; address issues unique to high school youth, e.g. drugs, dropouts, teen pregnancy, employment, and others; and be structured around improvements in an entire school--similar to "effective schools" or "schoolwide" models.

● Local Level Programming: Third, the Council would urge the Committee in its review of Chapters 1 and 2 to ensure that the largest share of funds under both be spent where the children actually are--at the local level. To that end, we would suggest that Chapter 1 funds for state level administration and technical assistance be maintained at its current level of 1%. If an expanded need for technical assistance is warranted, we would suggest that an LEA be permitted to reserve up to 1% of its allocations to purchase such services from the state rather than the SEA delivering it regardless of need.

In addition, we would recommend for Chapter 2 that the current allowance of 20% for SEA programs be restricted to 10%. This new level is more than adequate to administer the program and to establish discretionary programs.

- Program Flexibility: Fourth, the Council would urge that the Congress retain the current flexibility that exists in Chapter 1. At present, the law is well-balanced between the extreme flexibililty like that which exists under Chapter 2 and being overly prescriptive and restrictive. We would therefore suggest that the Committee retain current provisions related to skipping of schools, maintenance of effort, comparability, application procedures, ranking of schools, grandfathering of schools, non-instructional duties for teachers and supplement/supplant. We would suggest one exception, however, related to "sustaining effects." As the Chairman knows, some research exists that shows that Chapter 1 has difficulty sustaining its positive effects after a child leaves the program. The Committee may want to consider the grandfathering of children for at least two years as long as they remain below the 50th percentile in achivement.

- State Regulatory Activity: Fifth, the Council continues to be concerned about the extent of state regulation on Chapter 1 that runs counter to Congressional intent and which does not make programmatic sense. While the federal government has generally attempted to ease regulations over the last few years, some state agencies have not. We are not opposed to the burden per se but are opposed to the inconsistency that this allows across the states. Some states have added new restrictions on the grade-levels that can be served through Chapter 1, the materials that can/cannot be used, the instructional method or approaches to be used, and others. Such programmatic decisions are best left to local officials who serve children directly. We would therefore encourage the Committee to adopt language that would restrict state level regulatory activity in the area of programming.

- Innovation and Program Success: Sixth, the Council would urge the Committee to examine ways in which successful program efforts could be rewarded. There is growing debate in this area and need to develop incentives for programs that do particularly well in raising achievement levels. The Administration has proposed a separate pot of funds that could be reserved for incentive grants for successful efforts. The Council would propose a variation of this by suggesting that up to 5% of an LEA's allocation be reserved for making special awards to highly-achieving Chapter 1 school programs or for experimenting with innovative approaches to teaching eligible youth.

The Council would also propose that eligibility under the school-wide projects provision be based on both the level of poverty (see subsequent discussion) and the success of the program. We would propose that a school's continued eligibility as a "school-wide project" after three years be based on the achievement of Chapter 1 children at that site exceeding the average achievement of Chapter 1 participating students district-wide in non-school wide sites. Otherwise, the children would be served as usual. Other approaches might be used based on dropout rates or achievement trends over time.

- School-Wide Projects: Seventh, the Council would urge the Committee to revise two other provisions relating to school-wide projects; eligibility and matching. We would suggest that the current eligibility criteria be dropped from 75% to 60%, and that the matching provision be eliminated. In general, the current matching requirement does not bring new local monies into the schools but acts instead as a disincentive to setting up school-wide efforts. In addition, the new eligibility criteria based on achievement discussed in the last section should act both as an incentive to greater achievement and as a protection against possible dilution of funds. This latter point is important in considering the lowering of the 75% threshold, for if children in an elilgible school-wide project outperform their Chapter 1 counterparts in non-school wide sites then it would seem to make little difference that the money had gone for school improvement rather than student achievement.

- Parental Involvement: Eighth, the Council strongly believes in and supports the involvement of parents in our schools. We feel that one of the strongest ways to accomplish this is through an approach gaining credibility through the Home-School Institute. This approach involves the training of parents to work with their children in educational areas. The Council supports the use of Chapter 1 funds for this purpose and to train teachers in working with parents on school areas. Strengthening Chapter 1 provisions in this matter should have a positive effect on the program.

- Private School Programs: Ninth, the Council supports the notion that students should receive Chapter 1 services regardless of the setting in which they are being educated-public or private. My own school system in St. Louis is under a state-wide by-pass, but the Council itself is supporting a plan passed in the House to address problems arising from the Aguilar v. Felton decision by establishing a fund to improve acccess to services for private school children. The House bill would authorize $30m for renovations of neutral sites, purchase or leasing of mobile classrooms and computers or other Constitutionally correct solutions. The Council believes that this is the best way at the momemt to deal with an unfortunate disruption of services.

In addition, the Council would urge the Committee to correct a public/private imbalance that exists under Chapter 2. Currently under Chapter 2 an LEA must share its "high cost"-generated funds with private schools regardless of the numbers of such children in those schools. The Council would suggest that the law be adjusted to distribute "high cost" services to private school youth only to the extent that such children attend those private schools. Services funded under the "per capita" system would be delivered as in current law. This change would be fair and equitable to both public and private schools—and to the children involved.

- Local Accountability: Finally, the Council would suggest that the Committee review possible mechanisms to improving local accountability for program success without violating local autonomy and authority for programming. A number of suggestions have been made recently for state-level intervention in local programming. The Council believes that many of these proposals are unworkable at best. Urban school systems, in particular, are extremely sensitive to this issue; believe strongly that accountability for results is necessary; but view many of the state-designed and run proposals as destructive and unnecessary. The Council would be pleased to work with the Committee on accountability measures in its deliberations on Chapter 1 and Chapter 2.

SUMMARY OF COUNCIL RECOMMENDATIONS

a) Authorize an automatically triggered $400 million Chapter 1 concentration program based on numbers and percentages of poor children.

b) Maintain current base Chapter 1 formula, except for updating Census criteria.

c) Distribute Chapter 2 funds within state according to the Chapter 1 formula.

d) Authorize a new preschool readiness Chapter 1- like program and a new secondary school improvement program addressing both academic and noninstructional services unique to high school population.

e) Maintain current Chapter 1 caps on state administration and technical assistance at 1%.

f) Reduce Chapter 2 state program funds from 20% to 10%.

g) Permit LEAs the flexibility in Chapter 1 to sustain academic growth by keeping children or schools in the program as long as they are "educationally deprived".

h) Restrict state Chapter 1 regulations that reduce an LEA's ability to make local program decisions that do not violate federal law.

i) Permit LEAs to use up to 5% of its Chapter 1 allocation for program innovation and awards for program success.

j) Base continued eligibility of school-wide projects on the achievement of students at the sites out-performing similar youth in non-school wide sites.

k) Decrease Chapter 1 eligibility for school-wide projects from 75% to 60% and drop matching requirement.

l) Improve parental involvement through training efforts for parents and teachers in Chapter 1.

m) Authorize $30 million for programming to improve access of private school children to Chapter 1.

n) Amend Chapter 2 to distribute "high-cost" services on the basis of public's and private's share of the children who generated the funds.

The Council would also urge the Committee in its work to look at the immportant issue of minority teacher recruitment, retention and supply in elementary and secondary schools. We have submitted to the Committee earlier this year an extensive series of technical and substantive changes to all federal programs in education, and we would be pleased to work with you and your staff in the important effort you are undertaking.

Thank you and I would be happy to answer questions.

Senator PELL. Thank you very much, indeed, Dr. Jones.

Now I recognize Senator Dodd who will be introducing his own Commissioner of Education.

Senator DODD. The timing was good. Thank you, Mr. Chairman.

I presume the chairman has already mentioned the fact that we were in this room until about three o'clock this morning. So I was a little slower in starting today.

Let me thank you, Mr. Chairman, for inviting Commissioner Tirozzi from Connecticut to be a part of this panel. We in Connecticut are extremely proud of him and his contributions to education in the State of Connecticut; and certainly as the Commissioner will testify here this morning, Connecticut is in the somewhat unique position of being an extremely affluent State, arguably the most affluent State on a per capita basis, with per capita earnings hovering around $20,000 for every man, woman and child in the State of Connecticut.

Yes the cities of New Haven and Hartford rank as two of the 10 poorest cities in America in the midst of some of the highest individual earnings.

In the City of Hartford every other child you see in this city is growing up in poverty, and yet in the suburbs of Farmington and West Hartford and Glastonbury and Wethersfield, the incomes are far beyond what the average is in this country overall. So you have that mixture.

My own sister teaches in the public school system of Hartford, Connecticut as an early childhood development teacher, has taught for 25 years. Three of my father's sisters taught for 45 years apiece in the public school system of my home State of Connecticut, and my brother is a university professor. So I am lobbied rather extensively on education at every level, both private and public education issues.

We in Connecticut, because of our affluence as a State though—and it was really the Commissioner's initiative, the governor deserves a great deal of credit, but it was Commissioner Tirozzi that initiated it.

We now, I think, have the highest starting salaries of teachers, public school teachers, in the country at around $20,000 a year. We have committed a significant amount of our resources, $300 million, for the Education Enhancement Act in the State.

The fact that we chose that as a top priority at the time when we had some surplus is, I think, farsighted and, again, the Commissioner was extremely influential in building a basis of support.

As a teacher, principal, superintendent of the schools and our Commissioner of Education, he has been involved in this process at every single level and has been a very good friend and good adviser, I might add, of mine on countless occasions where we have had forums in the State on education and what we might be doing at the Federal level.

Many of the ideas, Mr. Chairman, I brought to the committee in this area that you and Senator Stafford have been so receptive to, both at the elementary and secondary and higher education level have come from the individual we will hear from next.

So I am honored you are here this morning. Jerry, you add a good deal of luster to the hearing.

Mr. TIROZZI. Thank you very much for the introduction.

It is nice to see Jerome Jones. He was a Superintendent in Connecticut for a period of time.

I am here this morning representing the Council of Chief State School Officers, representing my counterparts across this country.

I'd like to spend a few minutes, and Senator Dodd alluded to this, to give you my own credentials, I have been extensively involved in urban education for approximately 25 years and served as the Superintendent of New Haven Public Schools for six years. New Haven is one of those school districts that represents what I call the two Connecticuts, separate and unequal, which I think is part of the problem in America, the two Americas.

Amidst all the affluence in Connecticut we have this problem of districts that are extremely poor; it is something as a State we must address, and it is something as a Nation we must address.

It has been my feeling and the feeling of the Chief State School Officers that Chapter 1 and its scope and purpose can help us to address this very important issue. I have always felt as a professional and as a person that education is really the way up and the way out of poverty. So I sincerely hope that in all of your consideration, you give Chapter 1 the highest priority as you look at how you can impact on the lives of the 22 percent of our children living in poverty in America.

Supporting what I heard earlier from Dr. Jones, we would hope that efforts would be made to target dollars where we have the students with the greatest needs. We would hope those dollars could be above and beyond what is planned for the refunding of the Chapter 1 program.

When poor children, low achieving children, are surrounded by large numbers of other poor and low achieving children, that is a very, very serious dilemma; and, of course, we see that in St. Louis and Los Angeles and New York.

We also see that in the Hartford and New Haven, Connecticuts of this country.

We are also hopeful that money can be provided for State incentive grants to allow States to develop their own compensatory education programs more. And to the extent possible we have to remove statutory barriers to insure an efficient, effective coordination of State programs with Chapter 1.

We should not put up barriers that militate against this potential.

Also lacking is the research. It seems to us that school-based programs really make sense. Based on the instructionally, effective schools model of Ron Edmonds and others, I would hope, in the reauthorization, attention can be given to the school as the unit of analysis and that some of the requirements can be carefully reviewed. For example, the current requirement is that 75 percent of the students enrolled in a particular school must be from low-income families.

It is my understanding that given that requirement, Detroit, Michigan, does not qualify. I am not here speaking for Detroit or the State of Michigan, but that statistic alarms me. It doesn't address our concern that we make sure we can have an impact on schools with high concentrations of educationally needy youngsters. So it is something we must look at.

We also need to insure that Chapter 1 services can be provided through reauthorization to special education and limited English proficiency students. The present law really leaves some doubt as to how the money can be used in those areas and we think that should be clarified.

A very important point is parent involvement. The reauthorization should develop and address the issue of allowing for training and capacity building for parents.

A critical issue is that parents living in poverty are not really empowered, and also do not have in many cases the background and training in terms of how to use the system in a positive, productive way. I would hope we can make that a major effort.

In terms of the non-public schools, I should note in all of our deliberations we have had an excellent working relationship with a number of child advocacy groups this year and that includes the non-public schools. While, of course, the Chief State School Officers will continue to disagree on the use of any type of voucher plan, at the same time we do support some major effort to insure that adequate new funds and effective procedures are in place to provide dollars to allow States to implement the *Aguilar* v. *Felton* decision which dramatically impacted on students in our non-public schools.

Very quickly, the State role.

I would hope in the reauthorization you would take a long, hard look at the need to insure that States have dollars to promote effective management of programs. We want to be accountable and I think Governor Kean said it very well; anything that can take place to promote greater State leadership and initiative, we think is in the best interests of promoting Chapter 1.

When you look at the education enterprise in this country, it is one of $250 billion and we are talking about one program, Chapter 1, $4 billion. The State share of this large enterprise is approximately 50 percent.

It is our strong feeling, and I would hope you would support it, that the Federal Government cannot monitor what takes place at the local level. At the same time, we cannot have autonomous decision-making for accountability in thousands of school districts.

The State must play a major role in the accountability effort, not with a heavy hand but with a helping hand.

It would be our hope, our expectation, that this be carefully considered as you look at reauthorization and hopefully provide additional dollars for this positive, creative, directional leadership role of the State Departments of Education.

I would like to conclude by saying that as I look at the 22 percent of youngsters living in poverty in America, these youngsters should really be seen as being America's concern. These are the youngsters who, if we do not provide the assistance necessary through Chapter 1 and other types of programs, may very well never realize the American dream. And to them it will be a betrayal and loss of the American dream.

It is through Chapter 1 and other such programs that we can help all youngsters in this country, regardless of where they live, the color of their skin, their socioeconomic background, to realize the beauty of America.

Thank you.

[The prepared statement of Mr. Tirozzi follows:]

Council of Chief State School Officers

STATEMENT REGARDING THE REAUTHORIZATION OF
CHAPTER 1 OF ECIA

Before

The Senate Labor and Human Resources Committee
Subcommittee on Education, Art and Humanities

THE COUNCIL STATEMENT PRESENTED BY

Gerald Tirozzi
Commissioner of Education
State of Connecticut

May 7, 1987

Education
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AMERICA

Mr. Chairman, I am Gerald N. Tirozzi, Commissioner of Education for the State of Connecticut. I am honored to have the opportunity to testify on behalf of the Council of Chief State School Officers (CCSSO) regarding the reauthorization of federal programs for our Nation's elementary and secondary school children, particularly Chapter 1.

The Council is a professional organization composed of the commissioners and superintendents of education from each of the fifty states, six extra-territorial jurisdictions, and the District of Columbia. Members of the Council are the principal administrators of the public school systems in each state. As such, we are responsible, as are our colleagues at the local level, for implementing federal and state education policies and programs for the Nation's schools.

Chief state school officers and our state agency staff were involved in a year-long process to develop our recommendations to Congress on the reauthorization of elementary and secondary programs. Based on these recommendations, the Council's policy and legislative proposals were adopted at the 1986 Annual Meeting in November. I would like to submit for the record the Council's recommendations for reauthorization, which were transmitted to members of your Committee early this year.

The Council has devoted particular attention and activity to reauthorization proposals for Chapter 1. At the 1986 Annual Meeting, the Council adopted the needs of at risk youth as CCSSO's 1987 theme and study issue. From that point on, our Legislative Committee and the

Committee on Educational Equity, which I chair, have worked jointly and proactively to focus our legislative recommendations on the special needs of children eligible for Chapter 1.

As part of this process, the Council initiated a series of historic meetings with a broad coalition of child advocacy groups and non-public school organizations. These meetings focused on our common goals and concerns - that Chapter 1 serve as many eligible children as possible, particularly those with the greatest needs, and that the services provided be of the highest quality.

These meetings resulted in a consensus between chief state school officers and child advocates on a number of fundamental principles about Chapter 1. We agreed that the goal of Chapter 1 is to permit children served to attain the educational achievement expected of all children at their grade level. We agreed that a locally-determined process of setting goals and evaluating the progress of Chapter 1 schools and children served is necessary for a quality program. We agreed on the essential nature of parent involvement in the program and the child's progress in it, as well as on the value of school-wide projects and concentration grants to target the best possible services to those children most in need Finally, we agreed that the states must be responsible and accountable for achieving these program goals and have the resources to do so.

I am particularly pleased to appear before you today on the same panel with the U.S. Catholic Conference and the Council for American

Private Education. Chief state school officers and non-public school organizations reached mutual agreements on the need for adequate new funds and timely, effective procedures for insuring that children eligible for Chapter 1 in private schools receive the services they deserve. We favor the use of technology - computers and telecommunications - in alternative delivery systems. We see these needs as particularly urgent due to the cost and disruption of service that has occurred since the Aguilar vs. Felton decision was made.

I am also pleased that state and local program administrators appear together on your panels today. CCSSO has met with the American Association of School Administrators and other local groups to discuss our respective positions on the reauthorization of Chapter 1. While our perspectives on the means to achieve program quality, targetting, parental involvement, and other goals are not identical, our concern for the eligible children and sense of shared responsibility and accountability is mutual.

I am submitting for the record the joint concerns which we share with child advocates and non-public schools. The joint positions adopted at the March legislative conference of chief state school officers and state boards of education were based on these principles. The principles can be summarized quite simply: Whether we are talking about the expectations for each child and school participating in the program, serving the children most in need, or insuring parents are involved, we are looking for results and we are expecting all partners in the program to be accountable.

A few years ago, a landmark report alerted educators and the American people that we were "A Nation At Risk". That report, along with the many other sound studies that preceded and followed it, generated a wave of eduational reform throughout the states. I find it highly appropriate that in this phase of the reform movement, the term "at risk" has taken on a new meaning. Today's focus is on the children at risk. Our attention is on the 22% of children living in poverty, the 40 teenagers a day who give birth to their third child, the 60% of children born in 1983 who will live in a single parent home before age 18, and the majority of students in some urban areas who will drop out of school before graduation.

The federal government took the lead over twenty years ago in addressing the need for equity in education, through the enactment of historic civil rights legislation and Title I of the Elementary and Secondary Education Act. However, the states - including chief state school officers, governors, legislatures, and our colleagues at the local level - have led the current quest for educational excellence. It is now the states taking the lead to insure that excellence is attainable for all children and that the risks faced by our most vulnerable children are reduced.

The aggressive role states are taking in educational reform is evidenced by the dramatic increase in state spending on education. Coupled with equalization, the states' investment has meant more funds for our cities with the highest numbers of children at risk. State support of the total cost of public education has risen from 43% in 1973 to over 50% by 1985. During the same period, the percentage of federal support declined from over 8% to 6.3%, and the local share declined from 49% to about 45%. In past decade, average per pupil expenditures increased by 300% and teacher salaries more than doubled.

States' commitment to education has been more than financial. We have raised expectations for administrators, teachers and students. Dollars and manpower have been directed to better training and preparation of educational personnel. We are improving curricula and testing to insure that the high school diploma is a meaningful credential of basic academic knowledge and skills. Higher standards for students have been accompanied by efforts to insure all students can attain a meaningful education.

For example, several states have enacted laws entitling their citizens to basic levels of educational achievement. Twenty states have their own compensatory education programs, and some, like South Carolina, have initiated or expanded such programs to insure disadvantaged students can attain higher educational standards. Sixteen states have bilingual or other programs for limited English proficient students. Nearly half the states have a wide range of early childhood education programs.

Dropout prevention and the needs of at risk children are at the top of the governors' agenda, as they are the top priorities of chief state school officers. The Council has embarked on a year-long study to identify the characteristics of children at risk and develop model state and federal legislation to address their needs. CCSSO, in collaboration with the Center for Educational Statistics and our members, has developed a model definition of dropout and standard indicators of student achievement.

It is due to this commitment that chief state school officers have been able to join the national associations representing children and parents in recommendations to Congress and this Committee to further strengthen Chapter 1. The issues are simple: What is good for kids? Who will be held accountable? It is in the answers to these questions that we have found our common ground.

Chapter 1 is the foundation of compensatory education for educationally deprived children. It is the cornerstone in the continuum of programs for these children, programs which include Head Start, TRIO, Pell grants, and vocational and adult education. There is not a better investment this Congress can make than the continuation of a strong, well-targetted Chapter 1 program that brings together our dual national goals of access and quality in education for disadvantaged children.

The Council supports raising the authorization and funding level of Chapter 1 to permit all eligible children to be served. We support the addition of new components to the basic program to maximize Chapter 1's potential for breaking the cycle of poverty and illiteracy. Such new components include the following:

o Preschool services that involve parents offer a "double bonus" --in terms of early intervention for the child, as well as opportunities for parents to enhance their literacy and skills.

o Expansion of secondary basic skills and dropout prevention services would also build on Chapter 1 strengths and help sustain students' gains in achievement for the long term. The Council hopes that in considering this issue the Committee will give strong consideration of the needs of middle and junior high school students, many of whom are not being currently served. In addition, the "tracking" of many educationally deprived high school students requires special attention to accountability in the secondary school program to insure federal funds are buying additional services and triggering gains that enable these students to join the mainstream.

o Finally, the Council believes that state accountability for and administration of such new components is as essential as it is for the basic program.

There are elements of the existing Chapter 1 program that should be strengthened to realize the full potential of Chapter 1. Meaningful parent involvement in the program and their child's progress in it requires locally-determined plans for outreach, parent and staff training, and other appropriate activities tailored to the local community and its needs. States should be held accountable for monitoring and evaluating such plans.

Additional funds should be targetted to children most in need through provisions to expand the school-wide project option and toextend and fund concentration grants. The current matching requirements and 75% poverty threshold discourage many schools with the neediest children from adopting a school-wide project. Concentration grants, which could inject critical funding into communities and school systems where virtually all children and families are at risk, should be continued with an adequate level of funding.

I mentioned earlier the current relevance of the report "A Nation At Risk". The National Governor's Association 1991 Report, "A Time for Results", is equally relevant. It is a time for results in education. The American people expect it. Congress knows that it is essential to our competitiveness in world markets. Most of all, unless those 22% of the Nation's children and their families who live in poverty can expect the same results from our education system, we have failed them, and ourselves.

The responsibility and accountability for educational results does not rest at one level of government, nor on the shoulders of the individual, the family, or one particular social institution. This Congress has heard testimony - for the first time I understand - from national business leaders on Chapter 1. Private industry is indeed a partner in meeting the needs of at risk children, for business is part of their communities and these children are tomorrow's workforce. States are partners as well.

The Council's recommendations for amendments to Chapter 1 recognize the states' responsibilities in the partnership. They are twofold: Wemust be accountable partners, with our colleagues at the local level, for effective and efficient administration, monitoring and evaluation and have adequate resources to do so. Secondly, we must be helpful partners to our colleagues at the local level in building the capacity of the education system in our states to serve more Chapter 1 children better, and we must have the resources to do so. In short, we want to offer a helping hand, not a heavy hand, to local districts in our mutual goal of quality and equity in education.

This partnership is particularly essential in light of the Council's first recommendation for Chapter 1 - that funds be made available to provide every eligible child the scope and intensity of services needed to succeed in school. We know that Congress cannot do that in the foreseeable future. However, Congress can insure the resources we can devote to this program are achieving the results we want, by providing adequate funds and provisions for accountability of #ach level of program administration.

Congress can encourage all states to provide their own compensatory education programs by reauthorizing and funding the state incentive grants and removing statutory barriers to efficient coordination of these services with Chapter 1. Congress can provide states the resources to assist local education agencies through technical assistance, leadership and training, research and demonstrations, dissimination of models and innovative practices, and bonuses for effective projects and teachers.

Since the enactment of Title I of the Elementary and Secondary Education Act nearly 25 years ago, Congress and this Committee has shown its commitment to the neediest of our children and the federal responsibility to be a supportive partner in their education. I believe that states, like parents and child advocates, teachers and local educators, are showing our commitment as well. As key partners in the responsibility for educating our Nation's children, chief state school officers appreciate the opportunity you have given us to testify here today, and we look forward to continuing to work with you on provisions for Chapter 1 reauthorization that will reflect a sound state role.

Senator PELL. Thank you very much, Mr. Tirozzi, for your very poignant testimony.

Father Gallagher.

Reverend Gallagher. Thank you, Mr. Chairman.

I am here this morning as the Secretary for Education of the United States Catholic Conference, but I am really representing Bishop William Hughes who is the Committee Chairman for our Committee on Education. He would have been here according to original plans, but he couldn't adjust his calendar for this morning.

In being here I am speaking for about 2.7 million young people in 9,120 Catholic elementary and secondary schools. I am here to offer some specific recommendations from the perspective of the Catholic school community as they relate to the revision and the extension of Chapters 1 and 2.

The bulk of my remarks are directed to the Senate bill 373, sponsored both by Mr. Pell and Mr. Stafford. It goes without saying that we are grateful for both your concern and interest in education and for including children in the private and parochial schools in this legislation.

As has been pointed out, just about two years ago we celebrated the 20th anniversary of Title I, Chapter 1, programs. In those years 1 million Catholic and other parochial school students have benefited. Those students were mainly in the Catholic schools and a good percentage of them not members of the Catholic church.

The Aguilar decision has virtually destroyed the success story of those programs.

In the 1985-86 school year, 50,000 children in our schools dropped out of the program. Secretary Bennett says that there has been a 20 percent decrease. Other offices in the government say 28 percent, and our colleagues in Brooklyn and New York tell us that 50 percent of the students have dropped out.

One of our concerns is that our country cannot afford this. Current services are given to children at the nearest public schools in many cases where they are bused or chaperoned. They are also taking place in libraries, firehouses, office buildings, private schools.

There have been some attempts to hold the programs in funeral parlors, in bars and grills, and even on boats.

This is especially disruptive to the academic program for children who don't need such disruption. Mobile units, they help a bit. Computer instruction, while it is expensive to start up, it is cheaper to maintain but the results are questionable and the relationship with the machine is questionable.

After 2 years we find that adjusting to Aguilar is expensive, educationally defective and constitutionally objectionable from our point of view and, therefore, we look to restoring the program as it was before Aguilar.

Number one, we need new funding, specifically for alternative delivery systems. We are grateful to Senators Dole and Stafford and others for section 107 of bill 1004 and also for the House bill 5, which has already been approved.

We are concerned, however, that these additional funds wouldn't necessarily lead to increased quality.

And while it might look like we want more money but we also should remember that this program was carried on in 8,000 classrooms in our schools; and if we estimate only $200 cost at most, we have contributed over the last 20 years $320 million to the Chapter 1 program in this country.

Secondly, we endorse the inclusion of compensatory educational certificates. We endorse those with those LEAs who share our concern for children and are grateful and excited about the flexibility that such certificates would give them in empowering them to do the best they can with our children.

The third point I would like to make is that we are asking for a time line for the Secretary of Education to investigate and resolve complaints.

Fourthly, we would like to see section 106 amended to include timely and meaningful consultation. Any amendment pertaining to preschool and secondary school students should also include private school students.

I would like to say that we are pleased with bill 319, the Secondary School Basic Skills Act which addresses the needs of high school students, we would like to see an amendment to that to require participation of secondary school students in private schools.

With regard to Chapter 2, we join with others to say it has been a very successful program and we would endorse increased funding for those programs.

We have reviewed Chapter 2 and we appreciate your concern, Senator Pell, for prioritizing the concerns that this program would address. We would share our concern with you that it might restrict flexibility.

We are pleased with the Future Teacher Training Corps Act, but we say it should be amended to permit recipients of fellowships to fulfill their obligations by teaching at private elementary and secondary schools as well as public schools.

As I end I would like to thank you and ask for your permission to submit my written statement.

[The prepared statement of Reverend Gallagher follows:]

TESTIMONY OF REVEREND THOMAS G. GALLAGHER

SECRETARY OF EDUCATION
UNITED STATES CATHOLIC CONFERENCE

BEFORE THE SENATE SUBCOMMITTEE
ON EDUCATION, ARTS AND HUMANITIES

UNITED STATES SENATE ON S.373
THE ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

AND S.627,
THE TARGETED EDUCATIONAL ASSISTANCE ACT

WASHINGTON, D.C.

(MAY 7, 1987)

Mr. Chairman, members of the Subcommittee, I am Father Thomas Gallagher, Secretary of Education for the United States Catholic Conference. I am accompanied by Mr. Richard Duffy, Representative for Federal Assistance Programs and Mr. John Liekweg, Associate General Counsel. We thank you for providing us the opportunity to present our views to this Subcommittee.

I speak today on behalf of 2,734,423 children who attend the 9,120 elementary and secondary Catholic schools in this country, as well as for the millions of parents and others who support them. My statement today is meant to offer you the recommendations of the Catholic School community as they relate to the revision and extension of the Chapter 1 and 2 programs of the Education Consolidation and Improvement Act of 1981 and other Congressional educational proposals.

Mr. Chairman, I would like to address my first remarks this morning largely to S.373, the Elementary and Secondary Education Amendments of 1987, a bill which has been sponsored by you and Mr. Stafford. I understand that among the various concerns this bill addresses there are proposals to amend and extend the Chapter 1 program which provides federal financial assistance to meet the special educational needs of educationally disadvantaged children. Before I begin, however, I would like to take this opportunity to congratulate this Subcommittee and its leadership, Chairman Senator Pell, and minority leader Senator Stafford, for their concern and interest in the education of our nation's young people, and for continuing to include eligible children attending private and parochial schools as beneficiaries in the programs authorized by this Act.

For over twenty years the ECIA Chapter 1/ESEA Title I program has helped countless millions of educationally disadvantaged children in both public and private schools by providing them with specially designed compensatory educational services. From its beginnings as Title I of the Elementary and Secondary Education Act, the program was designed to help educationally disadvantaged children overcome their learning difficulties, and thereby recognized that some of the children who needed and qualified for help attended Catholic and other denominational schools.

It was relatively easy for ESEA to help children enrolled in public schools. The federal government simply contracted with public school systems to do the extra work needed -- to identify eligible students, develop a plan to help them, and deliver the service. But helping children in private schools was more difficult. To avoid Establishment Clause concerns a "child benefit" approach was adopted in which assistance was provided directly to the student rather than to the sectarian school. For example, such services as transportation and the loan of textbooks have been recognized as benefitting the child. This approach was adopted for Title I services, and for twenty years public school systems provided such services to qualified students attending sectarian schools. In over 97% of the cases, public schools sent their Title I or Chapter 1 teachers to serve students at the private schools, using special classrooms set aside for the program's use. Since 1965, Title I and Chapter 1 programs have helped more than 1 million students enrolled in Catholic and other sectarian schools, with each child receiving about four years of supplementary instruction.

In these twenty years Catholic inner city schools have proved to be extremely good at educating low-income, minority students many of whom in increasing numbers are non-Catholic. Some of the nation's most respected education analysts, such as the University of Chicago's Dr. James Coleman, have concluded that Catholic schools have done the best job with this group of students. Our Catholic school leaders believe that the Title I/Chapter 1 program has played an important role in that effort.

This very successful program, for eligible educationally disadvantaged private school students, was virtually destroyed by the Aguilar decision on July 1, 1985. The Supreme Court ruled that local educational agencies could no longer send teachers into private schools to provide Chapter 1 services.

Since the Aguilar decision the number of private school children participating in Chapter 1 for the 1985-86 school year dropped drastically by approximately 50,000 children from the previous year. Education Secretary William Bennett recently testified that currently there is a 20% decline in private school participation; the Office of Educational Research and Improvement suggests a drop-off of 28%. Our people in the diocese of Brooklyn, New York report a 57% decline in participation--out of an eligible population of approximately 11,500 children less than 5000 are receiving compensatory educational services. We cannot afford to permit this decline in participation to continue.

Currently, most LEAs are providing Chapter 1 services to private school children at the nearest public school. Private school children are either bused or escorted by chaperones. In some areas, the LEA has leased space to provide Chapter 1 services at neutral sites close to the private school, such places as public libraries, fire houses, office buildings, and even private homes. These alternatives have proven to be particularly disruptive to the regular academic program of these needy students. Need we point out that these are the very children who can least afford to lose precious instructional time. Still other LEAs are providing Chapter 1 services in mobile educational units. These mobile units greatly reduce the disruption to the child's regular educational programs while their mobility from school to school affords more children the opportunity to participate. Finally, some LEAs are using computer assisted instruction as a way to provide Chapter 1 services to private school children without leaving their home school. The start-up costs of establishing computer laboratories in private schools are relatively high, but the subsequent costs drop considerably. However, the educational effectiveness of computer assisted instruction alone for educationally disadvantaged children over the course of a number of years is open to question. There is very little research data on this issue.

The increased costs incurred for the variety of alternative delivery mechanisms may seriously erode the funding available for actual instructional services for both public and private school children. These increases are further compounded by a marked decline in the quality of instruction within the Chapter 1 program for private school children as measured by frequency and length of instructional periods, planning, coordination and ongoing evaluation.

After the experience of two school terms, we find the "solution" of taking our students away from our schools for Chapter 1 services extraordinarily expensive, educationally defective and, most important, for reasons stated by the United States Catholic Conference in its amicus brief in Aguilar, constitutionally objectionable.

We are very anxious to restore the level and quality of participation of private school children in the Chapter 1 program to what it was before the Aguilar decision, and our recommendations for improving the Chapter 1 program focus on this objective.

First, we urge the Subcommittee to authorize new funding for the Chapter 1 program and specify that LEAs may only use these additional funds to pay for new alternative delivery systems such as mobile educational units, buses, and computer equipment and materials. This special funding could go a long way toward overcoming the reluctance on the part of some public school authorities toward implementing these new alternative methods of providing services to private school children.

We are particularly pleased, Mr. Chairman, to see that Section 107 of S. 1004, a bill introduced by Senator Dole and cosponsored by Senator Stafford and others, responds to this recommendation by authorizing $30 million for fiscal year 1988 and such funds as may be necessary over the next five years to help LEAs pay the capital expenses incurred in providing off-site services to private school children eligible to be served under

Chapter 1. As you may already know a similar provision is contained in the House bill H.R. 5 which has been approved by the full House Education and Labor Committee. We remain concerned that these additional funds will not result in increased quality of services and levels of participation for private school children who are not now being adequately served. To this end we will continue to scrutinize the bill and may suggest additional amendments as the legislative process proceeds.

In this era of budget deficits it may be of interest to this Subcommittee that the private school community's commitment to the Chapter 1 program has generated significant contributions from private schools. To make the program work, the private school community has contributed the time and work of our diocesan coordinators, school principals and teachers who worked with the Chapter 1 staff providing the Chapter 1 services to children attending our schools. We donated our classroom space, furniture, utilities, and even our custodial staff to make the programs work. We gave over to the public schools control of part of our facilities -- an estimated 8000 classrooms per year. Even valued at only $200 per month, this meant that our inner-city schools contributed $16 million each year to make this program work - $320 million over the past twenty years. The Supreme Court has prevented us from continuing to make this contribution to Chapter 1. The Chapter 1 program will now have to cover this additional expense for off site programs.

Second, we endorse the proposal of Senators Pell, Dole, and Hatch as included in S.594, S.539 and S.646 respectively, which would provide local educational agencies the option to award compensatory educational certificates to parents of eligible Chapter 1 children. This would provide parents of such children an alternative method of obtaining supplemental educational services best suited for their children. The school district could provide compensatory educational certificates equal to the Chapter 1 per pupil expenditure within the district if equitable services could not be provided in any other way. Parents could use the grant to purchase compensatory educational services for their children from a public school, a private school, a private tutor, or from an institution of higher education.

Providing local educational agencies with the option to award compensatory educational certificates is in keeping with the intent of Congress to afford them greater flexibility and discretion in decision making. It is also in keeping with Congressional intent to provide greater opportunities for parents to become more involved in the education of their children.

We see these parental compensatory educational certificates as a complement to the funds authorized for capital expenses because there will be many school districts, especially in rural and sparsely populated areas, which even with the additional funds will still not be able to implement effective and equitable delivery mechanisms for providing Chapter 1 services to private school children because they will not receive sufficient funding. The only alternative available to these LEAs may be parental compensatory educational certificates. We urge this Subcommittee to give serious consideration to this possible alternative.

Such certificates would help restore the Chapter 1 program for private school children to its pre-Aguilar level of equity, and would save some LEAs from spending funds on costly alternative delivery mechanisms in order to comply with their statutory obligation to serve eligible private school children.

Providing compensatory educational certificates to parents of eligible children attending private schools will in no way diminish the amount of funds available to LEAs for public school children. LEAs are currently required to provide services to private school children at a per pupil cost equal to public school children -- whether that amount is spent on an LEA designed program for such children or given to parents to purchase such services from a private school -- neither diminishes nor increases the amount of funds still available to the LEA.

Third, we urge the Subcommittee to specify an appropriate "timeline" for the Secretary of Education to investigate and resolve complaints which could lead to a bypass under section 106 of the bill. A mandatory "timeline" would expedite the "bypass" where it is deemed necessary to prevent undue delay in providing Chapter 1 services to private school children.

Given the Congressional schedule for reauthorizing ECIA, it appears that any new provision such as this will not go into effect until the 1988-89 school year. Therefore, three entire school years will have elasped since the Aguilar v. Felton decision in 1985. Consequently, any formal complaints lodged under this new provision would assume that less than equitable services have been provided during this three year period. Therefore, it is quite reasonable to ask for expedited consideration of such complaints under these circumstances.

Fourth, after Aguilar the need for timely and meaningful consultation by LEAs with private school representatives has become more imperative for the development of practical and effective delivery systems. We recommend that section 106 be amended to include a specific consultation requirement.

To the extent that the Committee considers amendments to expand Chapter 1 benefits to either pre-school or secondary school students, we would urge that this be done in a manner consistent with the basic Chapter 1 provision for assuring equitable Chapter 1 benefits to such children enrolled in private non-profit schools.

We are pleased to see that S.319, The Secondary School Basic Skills Act has proposals addressing the special needs of high school students. Too often our high school students are treated as orphans when it comes to sharing in the benefits of federal assistance. Many of our high school students, particularly in our inner-cities, are in need of supplemental educational programs. We recommend that Section 11 of S.319 be amended to require the participation of eligible students attending private secondary schools in a manner consistent with the provisions of Section 6 of S.373, the Elementary and Secondary Education Amendments of 1987.

The recommendations we are seeking, if adopted by the Subcommittee and enacted into law, would help restore equitable Chapter 1 benefits to private school children and repair the harm wreaked on the Chapter 1 program by the Aguilar decision.

We would also like to address issues related to the ECIA Chapter 2 program. In 1981 Congress consolidated some twenty eight categorical programs into a single program under Chapter 2 with three broad purposes. Chapter 2 also gave broad discretion to LEAs on how to use these funds. The consolidated program authorized by Chapter 2 has been the most equitable program for all eligible children regardless of where they attend school. The private school community rates Chapter 2 as the most equitable program for their children. Consequently, we urge the Committee to retain the Chapter 2 program as it currently is formulated. However, we do recommend increased funding for this program. Consequently, we endorse S.1005 the Elementary and Secondary Education Improvement Act of 1987 because it is in keeping with our position toward the Chapter 2 program.

Also, Mr. Chairman, we have carefully reviewed your proposal to amend Chapter 2, S.627 the Targeted Educational Assistance Act. While we recognize and appreciate your desire to identify and list five specific national priorities for this program, we are concerned that provisions within your proposal could result in limiting the degree of flexibility and local discretion now permitted to local school districts to chose among many educational priorities based on identified educational needs at the local level. Other provisions in your proposal may possibly require designating percentages of the Chapter 2 allocation to be expended on each of the five programs. Such restrictions in the light of the Aguilar decision will, in our opinion, seriously impact on the participation of our children in the Chapter 2 program. We would like to work with you on these issues to modify those provisions in your proposal which create serious problems for the equitable participation of private school children.

We are also pleased to see that S.831, the Future Teacher Training Corps Act introduced by Senator Bingaman addresses the problem of the shortage of elementary and secondary school teachers in many areas of the country and in a variety of school subjects. The teacher shortage is affecting all schools nationwide and calls for a national solution. We recommend that Section 584 (b) (4) of S.831 be amended to permit recipients of fellowships authorized under the Act to fulfill their obligations by teaching at private elementary and secondary schools as well as such public schools.

Again, we thank you Mr. Chairman, for the opportunity to share our concerns relevant to S.373 the Elementary and Secondary Education Amendments of 1987, S.627 and S.1005 addressing amendments to the Chapter 2 program.

Mr. Chairman, I request permission to submit my statement for the record.

Senator PELL. Thank you very much, indeed, Father Gallagher.

Naturally the statements of all of the witnesses will be inserted in the record in full as if read. We will come to questions after the panel is through.

Dr. Wentz.

Dr. Jones, thank you for being with us. We completely understand your position.

Mr. WENTZ. Mr. Chairman and members of the subcommittee, I express my appreciation for the opportunity to appear today to address the issue of the reauthorizations of Chapters 1 and 2 of the Education Consolidation and Improvement Act.

My name is Robert Wentz and I am the Superintendent of Schools for the Clark County School District in Las Vegas, Nevada, a district of more than 95,000 students spread over 8,000 square miles. But I am here primarily on behalf of the American Association of School Administrators, and it is an organization that has been a front runner in this legislation as well as all legislation that has as its primary focus the benefit of our millions of students across these great United States.

In representing 17,000 school superintendents and other administrators, I express my appreciation to this committee for its interest in our students and its efforts to provide the kinds of programs that will in fact enable them to be in the mainstream of our society.

My primary purpose is to reaffirm our commitment to deliver the programs necessary to meet the educational needs of every single one of those children, a goal that, Mr. Chairman, you have held for these many, many years.

But it is a goal that is not easily attainable. As the good Governor of New Jersey pointed out this morning, there are only 19 States that have State Compensatory Education programs and, as we know, Chapter 1 only fulfills the need for 40 percent of the students who fall in that category, Senator Stafford, as you pointed out, in that category of poverty, an area that is increasing and that causes us great concern.

So as we look at the issue of only 19 States having provided initiative for funding and Chapter 1 serving only 40 percent of our eligible children, obviously there are some tremendous gaps that present some problems to us in meeting the needs of our students.

Then when we add to the fact that poverty is an increasing situation for many of our students and families, we recognize the great task ahead of us.

I would remind the committee of how James Coleman startled us back in 1966 when he pointed out that family income is the best predicator of achievement in children. So that puts in perspective our task as we deal with Chapter 1 as well as Chapter 2.

On March 16th, a precedent of sorts was set when heads of several major U.S. corporations urged this committee in an appearance before the joint committee of the House and Senate to fully fund Chapter 1 because they are concerned about the quality of the labor pool facing them in the 1990s and beyond.

We join that group of leaders in our country in the support for the reauthorization and full funding of ECIA.

As we deal with the issue of compensatory education for disadvantaged children, we feel that it is absolutely the right thing to do, but we add to that it is also in our best interests as a Nation because it just simply makes good economic sense.

The approach that AASA took in this was to provide you with a set of recommendations that would express the sentiment of individuals across this country and not just school administrators. The AASA held four forums across the country and 300 key individuals attended one of those four reauthorization forums and those were held in Indianapolis, Dallas, Washington and Los Angeles.

The purpose of those two-day meetings was to reach some consensus on issues to formulate recommendations. Therefore, they listed the Chapter 1 and Chapter 2 reorganization issues they considered priorities. They ranked and weighed those issues and they used copies of current law to draft recommendations. Those recommendations have been provided to you and let me point them out as a matter of record.

Very quickly in closing, Mr. Chairman, I would like to point out to you that those recommendations are covered in the written material and I will not cover all of those, but there are three important principles that I believe should direct the emphasis of this committee as it focuses on the future.

One of those is to focus an effort on the de-emphasis on process and a focus on outcomes that has been covered, I think quite well; but to put it another way, let's not over-manage the situation, let's leave our good teachers and principals the flexibility to address the needs of students and give them the support necessary.

I think that clarification of Federal and State roles is necessary; and in a survey that has been conducted by AASA, it has been pointed out that there is great discrepancy in what takes place in Chapter 1 across the country simply by State regulations that are not consistent across the country.

Finally, the adoption of reform provisions that I feel would be very beneficial to States and I believe provides the basis for better relationships across the country.

Mr. Chairman and members of the committee, I appreciate the opportunity to appear before you and stand ready to answer any questions you might have.

[The prepared statement of Mr. Wentz, with an attachment, follows:]

STATEMENT OF

DR. ROBERT E. WENTZ
SUPERINTENDENT OF SCHOOLS
CLARK COUNTY SCHOOL DISTRICT
LAS VEGAS, NEVADA

ON

REAUTHORIZATION OF THE EDUCATION CONSOLIDATION & IMPROVEMENT ACT

GIVEN ON BEHALF OF THE

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

MAY 7, 1987

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

COMMITTEE ON LABOR & HUMAN RESOURCES

UNITED STATES SENATE

Mr. Chairman and members of the Subcommittee, I would like to thank you for giving me the opportunity to appear before you today to discuss the reauthorizations of Chapters 1 and 2 of the Education Consolidation and Improvement Act.

My name is Robert Wentz and I am superintendent of schools for the Clark County School District in Las Vegas, Nevada, serving more than 95,000 Nevada students in a school district covering land area of more than 8,000 square miles. I am also a member of the American Association of School Administrators, on whose behalf I am testifying today. AASA represents more than 17,000 local school superintendents and other school executives across the country.

I come before you today, Mr. Chairman, to reaffirm our commitment to deliver the programs necessary to meet the educational needs of every child. We have enjoyed general acceptance throughout our nation of that simple goal as being the right thing to do. However, simply because it was the right thing to do did not make the goal universally attainable. In fact, only 19 states have state compensatory education programs, and the federal program--Chapter 1--serves only forty percent of the eligible children. In Clark County alone we desperately seek to deliver services to more than 8,000 Chapter 1 eligible yet unserved students in our schools.

Now we are witnessing a confluence of trends that are pushing change in society, change that is altering the way we look at schools and children and taxes and our economy.

While school enrollments dropped with the end of the baby boom, we have seen an upturn in enrollments in recent years. In addition we have witnessed and continue to witness a dramatic increase in poverty among the youngsters we are serving today. ~~And~~ we need only be reminded of how James Coleman startled us in 1966, by reporting that family income is the best predictor of achievement in children, to know that schools are facing a formidable task. ~~And~~ it is not just educators who have taken note of this link between poverty and achievement. On March 16 of this year the heads of several major U.S. corporations urged this committee to fully fund ~~of~~ Chapter 1, because they are concerned about the quality of the labor pool facing them in the 1990s and beyond. My colleagues and I join in support for the reauthorization and full funding of ECIA.

Many of us have seen renewed interest in public education in recent years. ~~But~~ that support hangs in a delicate balance, Mr. Chairman, because an ever-growing proportion of our citizens have no school-age children. However, as the opinion polls show us, the public at large is beginning to recognize what those business leaders, who testified before this committee in its joint session with the House last March, said is at stake--our future as competitive industrial power.

Economist Lester Thurow recently compared the United States to a "mass industrial army," and made the same conclusion those corporate leaders made before the committee. He said, "If you have lousy privates, you've got a lousy army, even if you've got Napoleon as the general." Thurow then said, "I don't educate my neighbor's children because I'm generous. I educate my neighbor's children because I'm self-interested. I can't afford to live with them illiterate."

And so, Mr. Chairman, we appear before you today to appeal for reauthorization and aggressive funding of compensatory education for disadvantaged children, not just because it's the right thing to do--and it is--but also because it makes basic economic sense.

Delivering services to disadvantaged children is a massive undertaking, much more expensive on a per-child basis than the education you and I received. As we look at the financing required, we must recognize that success depends on solid support from the education resource triad: local, state and federal governments. As a nation, we now serve less than a majority of those who need Chapter 1 help. We in the local schools can do a better job on this front for the nation, if we have the strong support of the federal government through Chapter 1.

Our members are vitally interested in the reauthorization of the Education Consolidation and Improvement Act, Mr. Chairman. So much so that nearly 300 key individuals attended one of four reauthorization forums conducted by AASA and cosponsored by local districts throughout the nation last Fall in Indianapolis, Dallas, Washington and Los Angeles. At each of these two-day meetings educators from all over the country worked in groups to: 1. List the Chapter 1 and Chapter 2 reauthorization issues they considered priorities, 2. Rank and weight those issues by consensus, and 3. Using copies of current law, draft legislative recommendations for AASA to present to Congress.

Included in our process were not only AASA members, but also Senate and House education committee staff from both parties, local private school administrators, U.S. Department of Education officials, local school board members, teachers and parents. The reauthorization recommendation document we provided to the Subcommittee in December represents a synthesis of our AASA forum recommendations.

The forums reached consensus on the following:

*Full funding of Chapter 1;

*Maintenance of local flexibility in Chapter 2;

*Strong opposition to vouchers;

*Support for a constitutional mechanism for delivery of services to eligible children attending non-public schools;

*Support for incentive grants for successful programs or school sites;

*Support for the current law's comparability, maintenance of effort, and supplement-not-supplant provisions; and

- Some control on state regulatory activity.

In addition, we at AASA respectfully suggest that the committee's deliberations be guided by the following three principles:

1. A DE-EMPHASIS ON PROCESS AND A FOCUS ON DESIRED OUTCOMES

Improved achievement comes about through improved instruction and administration, not through overregulation of day-to-day program activities. Chapter 1 is a program that successfully drives dollars to the classroom. Excessive regulation makes delivery of services to children cumbersome and less effective. As Peters and Waterman stressed in their book, In Pursuit of Excellence, "overmanaged" enterprises do not succeed; people need to be given the flexibility to be creative, if they are to be successful. Similarly, the reports of the National Governors Association and the Carnegie Commission strongly recommended eliminating administrative overburden in education and releasing the creative energies of Chapter 1 teachers, aides and administrators.

2. A CLARIFICATION OF FEDERAL AND STATE ROLES

In a recent AASA survey of Chapter 1 programs in each of the fifty states, we found that the only Chapter 1 activity allowed in all fifty states and the District of Columbia is the teaching of reading. All but one state permits use of local funds to train staff. Seven states restrict the grade levels to which services can be offered, twenty-seven states limit the subjects--other than reading and math--that can be taught, twenty-eight states prohibit expenditures for guidance counselors, twenty-nine prohibit expenditures for social workers, and forty make no provision for preschool Chapter 1 services.

AASA believes that these discrepancies could be remedied if federal regulations promulgated under Chapter 1 were developed by means of the "negotiated rulemaking" process conducted by the Federal Mediation and Conciliation Service. That agency, based in Washington and with offices in each state capital, would be well suited for implementing this process, through which all interested parties--the U.S. Education Department, local and state school superintendents, local and state school boards, teachers, private school administrators and parents--would be represented. Negotiating Chapter 1 rules, through a process which is already in place in the U.S. Environmental Protection Agency and the Federal Aviation Administration, would ensure that the regulations adopted would have a consistent purpose, broad support and successful implementation; goals which we all seek.

We also support a similar opening up of the state rulemaking process on Chapter 1 to local educators and parents, so that all those with a direct interest in the successful local implementation of this law can provide meaningful input, before any proposed or final state Chapter 1 rule is committed to paper.

3. ADOPTION OF AUDIT REFORM PROVISIONS

AASA believes that state agencies would be less inclined to place unnecessary restrictions on local Chapter 1 operations, if state administrators believed they stood a fair chance in the federal audit process for Chapter 1. Therefore, we strongly urge that the Subcommittee incorporate audit reform legislation in its reauthorization proposal. That legislation should shift the burden of proof to the federal government and should guarantee that the rules of civil procedure apply in all audits.

Mr. Chairman and members of the Subcommittee, I want to again thank you for giving me and AASA the opportunity to appear before you today to present our views. We are grateful for your leadership in education and look forward to working closely with you and your staff throughout the reauthorization process.

EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

REAUTHORIZATION RECOMMENDATIONS

OF THE

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

January 1987

Chapter 1, Basic Grants

Issue	Current Law	Recommendation
1. Pre-Kindergarten Services	"Sec.555(a) GENERAL--Each State and local educational agency shall use the payments under this chapter for programs and projects...which are designed to meet the special educational needs of educationally deprived children." "Sec.556(d) LOCAL EDUCATIONAL AGENCY DISCRETION--Notwithstanding subsection (b)(1) of this section, a local educational agency shall have discretion to make educational decisions which are consistent with achieving the purposes of this chapter..."	We believe provision of pre-kindergarten Chapter 1 services is an important local option that should be permitted.

Issue	Current Law	Recommendation
2. "Pull-Out" Programs	Sec.556(d)	We continue to support the "pull-out" option for delivering Chapter 1 services, but believe other options should be explored, while allowing maximum flexibility to LEAs.
3. Mandatory Individualized Instructional Plans	No provision.	We oppose placing a requirement in the law that would mandate individualized instructional plans. Such a requirement would increase costs and paperwork, and could result in decreased services to students.
4. Funding Other Services Through Chapter 1	Sec.556(d)	We believe Chapter 1 funds should remain targeted for the education of the disadvantaged, and should not be used for other special services or national trends in education, when those services or trends are inconsistent with Chapter 1. However, we do believe Congress should explore options for the delivery of multiple services--such as programs to serve students with limited English proficiency, Chapter 1, immigrant education--to individual children with multiple needs.

Issue	Current Law	Recommendation
5. Schoolwide Projects	"Sec.556(d)(9) In the case of any school serving an attendance area that is eligible to receive services under this chapter and in which not less than 75 per centum of the children are from low-income families, funds received under this chapter may be used for a project designed to upgrade the entire educational program in that school in the same manner and only to the same extent as permitted under section 133(b) of the Elementary and Secondary Education Act of 1965 (but without regard to paragraph (4) of such section)."	1. We favor deletion of the matching requirement. 2. We continue to support allowing local districts to conduct schoolwide projects in certain buildings which have already been targeted to deliver Chapter 1 services on the basis of low income population. 3. We also believe the principal criterion for selecting schoolwide projects among Chapter 1 schools should be "educational disadvantage", and not low income. We further recommend that schoolwide projects be permitted at any Chapter 1 school with at least 66 percent of its students classified as educationally disadvantaged.

Issue	Current Law	Recommendation
6. Incentives	No provision.	1. We favor incentives based on performance. 2. However, successful performance must not be a factor in determining the Chapter 1 basic grant allocations. 3. Any incentive funds paid to an LEA or a building site must be made "on top of" the Chapter 1 basic grant, and not result in reduced funding for other LEAs.
7. Providing Services in Non-Targeted Schools	"Sec.556(d)(3) Funds received under this chapter may be used for educationally deprived children who are in a school which is not located in an eligible school attendance area when the proportion of children from low-income families in average daily attendance in such school is substantially equal to the proportion of such children in an eligible school attendance area of such agency."	Create a new section 556(d)(12): "Funds received under this chapter may be used for educationally deprived children who are displaced from an eligible attendance area pursuant to a school desegregation plan."

Issue	Current Law	Recommendation
8. Attendance Area/ Student Selection Procedures	"Sec.556(d)(6) A child who, in any previous year, was identified as being in greatest need of assistance, and who continues to be educationally deprived, but who is no longer identified as being in greatest need of assistance, may participate in a program or project assisted under this title for the current year."	Change Sec.556(d)(6) by adding the following: "...may participate in a program or project assisted under this title for an additional year beyond the current year."
	"Sec.556(d)(4) If an eligible school attendance area or eligible school was so designated in accordance with subsection (b)(1)(A) in either of two preceding fiscal years, it may continue to be so designated for a single additional fiscal year even though it does not qualify in accordance with subsection (b)(1)(A)."	Change Sec.556(d)(4) to read: "If an eligible school attendance area or eligible school was so designated in accordance with subsection (b)(1)(A) in either of two preceding fiscal years, it may continue to be so designated for two additional fiscal years beyond the latest year previously designated."

Issue	Current Law	Recommendation
9. Funding Formula	Title I, ESEA, "Sec.111(a)(2)(A) In any case in which the Commissioner determines that satisfactory data for that purpose are available, the grant which a local educational agency in a State is eligible to receive under this subpart for a fiscal year shall...be determined..."	The present federal allocation formula, based on decennial census data, fails to adequately recognize population shifts--due to migration and other demographic factors--that occur during the intervals between the census.
	Title I, ESEA, "Sec.111(c) CHILDREN TO BE COUNTED"	We recommend that the statute contain a formula based on the most recent statistical indicators that are sensitive to the identification of low-income students between the ages of five and 17. The data required by this formula should be collected by the appropriate government agency at the mid-point between the decennial census and should be applied unformly across the country at the earliest possible date. An example of this mid-Census data collection could be the 1976 Survey of Income and Education. Our recommendation has no intent to alter the purpose of Chapter 1, which is to serve low-income educationally disadvantaged students.

Issue	Current Law	Recommendation
10. Concentration Grants	ESEA Title I, "Sec.117, Grants For Local Educational Agencies in Counties With Especially High Concentrations Of Children From Low-Income Families"	We recommend that Congress reinstitute concentration grants as a separate appropriation. These grants would enable districts with low income children in high concentrations, brought about by dramatic shifts in low income populations between decennial census reports, to reveive adequate funding for their Chapter 1 programs.
11. Full Funding	No provision.	Since fewer than half of the children eligible to receive Chapter 1 services are currently able to participate in the program, Congress should adopt a philosophical statement--in Sec.552--in support of full funding of Chapter 1, with the goal that all eligible students are to be served. It should also adopt an action plan aimed at achieving that goal in three to five years.
12. Vouchers	No provision.	We rigorously oppose any Chapter 1 voucher, in either the basic grant or state agency programs, whether the voucher is proposed as a general national program or a pilot demonstration. We do encourage the exploration of parental choice options, originated at the local level, with and among public schools. Such options might include magnet schools,

Issue	Current Law	Recommendation
12. Vouchers (Cont'd.)		differentiation of remedial services, and student transfer programs.
13. Services to Non-Public Students	Sec.557 "PARTICIPATION OF CHILDREN ENROLLED IN PRIVATE SCHOOLS" (a) GENERAL REQUIREMENTS--...Expenditures for educational services and arrangements pursuant to this section for educationally deprived children in private schools shall be equal (taking into account the number of children to be served and the special educational needs of such children) to expenditures for children enrolled in the public schools of the local educational agency."	1. Change Sec.557(a) to read: "~~Expenditures for~~ Educational services...in private schools shall be comparable (taking into account...) to services for children enrolled in the public schools of the local educational agency." 2. Add a new Sec. 557(d): "There is established in each state a capital fund from which LEAs, which have within their boundaries non-public schools with eligible students, will receive additional funds to subsidize the costs of providing special sites, transportation, or other extraordinary non-instructional costs of providing services to non-public students." -In order to fairly distribute monies from this capital fund, a formula would be devised, based on the number of non-public schools to be served and eligible non-public students to be served. -Unexpended funds from the capital account would revert to the State Educational Agency, and would not be permitted to be used to augment basic grants.

Issue	Current Law	Recommendation
13. Services to Non-Public Students (Cont'd.)		3. A note should be added to the law defining "consultations" which LEAs are required to make with non-public school officials. "Consultation" should mean "seeking advice" and not "negotiation".
14. Parent Involvement	Sec. 556(e) PARENTAL INVOLVEMENT	1. Change 556(e) to read: "(1) a local educational agency shall convene annually a public meeting, to which all parents of participating students shall be invited..." "(2) if a majority of parents of participating students desire further activities, the local educational agency shall, upon request, provide reasonable support for such activities." 2. Add two new provisions to Sec. 556(e): "(3) Programs for parents may include activities designed to enlist the support and participation of parents to aid in the instruction of their children. "(4) These provisions may be waived for Neglected and Delinquent programs, where it is not possible to reasonably implement them."

Issue	Current Law	Recommendation
15. Evaluation	Sec.559 "NATIONAL ASSESSMENT OF COMPENSATORY EDUCATION ASSISTED UNDER THIS CHAPTER"	1. Change Sec.559(a) to read: "(7) a national profile, using a random sample and conducted by the National Assessment of Educational Progress, of the way in which local educational agencies implement activities described under section 556(b). This assessment shall also include at least one longitudinal study which examines program impact." 2. Add to Sec.559 "(c) The Secretary of Education at least every two years shall collect from State Educational Agencies evaluation results that have been collected from Local Educational Agencies, and report those findings to Congress. The data collected shall be based on the annual evaluations now required of LEAs, with no new data requirements."

Issue	Current Law	Recommendation
16. Supplement versus Supplant	Sec.558(b) FEDERAL FUNDS TO SUPPLEMENT, NOT SUPPLANT REGULAR NON-FEDERAL FUNDS	We support retention of the current language.
17. Comparability of Services	Sec.558(c) "COMPARABILITY OF SERVICES"	We support the current language for comparability.
18. Maintenance of Effort	Sec.558(a) "MAINTENANCE OF EFFORT"	Keep the language as it is in current law.

Issue	Current Law	Recommendation
19. Audits	General Education Provisions Act, Part E--ENFORCEMENT, "Audit Determinations Sec.452 (a) Whenever the Commissioner determines that an expenditure not allowable under a program listed in section 435(a) of this title, or conducted under title VI and title VII of the Elementary and Secondary Education Act of 1965, or under the Emergency School Aid Act, has been made by a State or by a local educational agency, or that a State or local educational agency has otherwise failed to discharge its obligation to account for funds under any such program, the Commissioner shall give such State or local educational agency written notice of a final audit determination, and he shall at the same time notify such State or agency of its right to have such determination reviewed by the Board."	Insert at the end of Sec.452(a): "...reviewed by the Board. The Secretary must allow State and local educational agencies free access to all evidence gathered, must allow State and local educational agencies to produce witnesses on their behalf before the Board, and must bear the burden of proof in all audits."
20. State Regulatory Activity	CHAPTER 3--GENERAL PROVISIONS, Federal Regulations, "Sec.591(d) Nothing in this subtitle shall be interpreted (1) to authorize State regulations, issued pursuant to procedures as established by State law, applicable to local educational agency programs or projects funded under this subtitle, except as related to State audit and financial responsibilities, or	Add to Sec.591(d) "...as a State imposed requirement. State rules or policies must not conflict with: Chapter 1, the regulations promulgated under Chapter 1, or other applicable federal statutes and regulations. Nor can state rules or policies limit the delivery of needed and essential services, or limit or impede proven or effective pedagogical techniques and practices in the delivery of

Issue	Current Law	Recommendation
20. State Regulatory Activity (Cont'd.)	(2) to encourage, preempt, or prohibit regulations issued pursuant to State law which are not in conflict with the provisions of this subtitle. The imposition of any State rule or policy relating to the administration and operation of programs funded by this subtitle (including those based on State interpretation of any Federal law, regulation or guideline) shall be identified as a State imposed requirement."	services to students. To assure that reasonable and consistent federal regulations are developed by the Secretary for Chapter 1, the Secretary is required to adopt, for all Chapter 1 regulations, the 'negotiated rulemaking' procedure currently used by the U.S. Environmental Protection Agency for developing some of its regulations. To assure consistency in state implementation of Chapter 1, State Education Agencies are required to adopt similar negotiated rulemaking procedures for all State regulations dealing with Chapter 1.

Chapter 1, Migrant

Issue	Current Law	Recommendation
1. Age of Students	Sec.141(a)(i) and (ii) of Title I: "(i) the estimated number of such migratory children aged five to seventeen, inclusive, who reside in the State full time, and (ii) the full-time equivalent of the estimated number of such migratory children aged five to seventeen, inclusive, who reside in the State part time..."	Change Sec.141(a)(i) and (ii) to read: "...migratory children aged five to seventeen, inclusive, except that when appropriations for this program in FY 88 and each succeeding fiscal year exceed the program's appropriation for FY 87, the program must count the number of such migratory children aged three to twenty-one, inclusive, during that fiscal year..."
2. Audit Language Clarification	General Education Provisions Act, "Part E--ENFORCEMENT"	We believe the standard of compliance for the migrant program should be "substantial compliance", and that federal audit standards for migrant education should include an acceptable error rate, such as that used in the school lunch program. We also support the development of a policy handbook, to simplify administration of the program and to add consistency across the states.

Issue	Current Law	Recommendation
3. Delivery of Services	"Sec.555(c) PROGRAM DESCRIPTION--A local education agency may use funds received under this chapter only for programs and projects which are designed to meet the special educational needs of educationally deprived children identified in accordance with section 556(b)(2), and which are included in an application for assistance approved by the State educational agency. Such programs and projects may include the acquisition of equipment and instructional materials, employment of special instructional and counseling and guidance personnel, employment and training of teacher adies, payments to teachers of amounts in excess of regular salary schedules as a bonus for service in schools serving project areas, the training of teachers, the construction, where necessary, of school facilities, other expenditures authorized under title I of the Elementary and Secondary Education Act as in effect September 30, 1982, and planning for such programs and projects."	We believe Congress should maintain the flexibility contained in current law, and consider language to encourage alternative methods for delivery of instruction to migrant children.

Issue	Current Law	Recommendation
4. Sustained Gains	"Sec.556(b)(4) [applications must ensure that the programs] will be evaluated in terms of their effectiveness in achieving the goals set for them, and that such evaluations shall include objective measurements of educational achievement in basic skills and a determination of whether improved performance is sustained over a period of more than one year, and that the results of such evaluation will be considered by such agency in the improvement of the programs and projects assisted under this chapter;..."	We believe that measures of sustained gains should only be applicable to "settled out" and full year migrant programs. It currently applies to current students and former students in full year and summer programs.
5. Transfer of Credits and Migrant Student Record Transfer (MSRTS)	Title I, COORDINATION OF MIGRANT EDUCATION ACTIVITIES, "Sec.143(a) ACTIVITIES AUTHORIZED--The Commissioner is authorized to make grants to, or enter into contracts with, State educational agencies to operate a system for the transfer among State and local educational agencies of migrant student records and to carry out other activities, in consultation with the States, to improve the interstate and intrastate coordination among State and local educational agencies of the educational programs available for migratory students."	1. There is a significant time lag for districts wishing to access student records through the MSRTS in Little Rock. The LEA should be able to access health and education information directly. 2. Every LEA should be required to participate in MSRTS, because current records in MSRTS are incomplete.

Issue	Current Law	Recommendation
6. Eligibility	"34 CFR Sub Part C, 201.30(a)(2)"	1. We believe Congress should provide for the development and use of a one-time National Certificate of Eligibility. 2. One form should be developed for the use of all districts to allow access to student records. 3. Parents should only have to provide permission to participate once per year.
7. Drop-Out Prevention	No provision.	Congress should require close coordination and cooperation among federal programs--such as adult education, vocational education, and secondary migrant education--to help prevent students from dropping out and to encourage re-entry.
8. Parent Involvement	"Sec.556(e) PARENTAL INVOLVEMENT--For the purposes of complying with the assurances given pursuant to subsection (b)(3) with respect to consultation with parents of participating children, (1) a local educational agency shall convene annually a public meeting, to which all parents of eligible students shall be invited, to explain to parents the program and activities provided with funds made available under this chapter, and (2) if parents desire further activities, the local educational agency may, upon request, provide reasonable support for such activities."	1. We believe parent involvement in districts with migrant students should be tailored to meet the needs of migrant children. 2. States should be allowed the flexibility to recognize the difference between full year and summer programs, and to develop different guidelines for involving migrant parents. 3. The guidelines should not include specifics about the size of the Parent Advisory Council.

Issue	Current Law	Recommendation
9. Incentives	No provision.	A program of incentives should be established to recognize successful migrant Chapter 1 programs, provided these incentives do not result in decreased funding for other migrant Chapter 1 programs.
10. Funding	Title 1, "Sec.141(a) ENTITLEMENT"	1. We believe Migrant Education should continue to receive a separate appropriation under Chapter 1. 2. The funds should continue to follow the child. 3. State educational agencies should not have to apply to spend carry over Migrant Education funds.

Chapter 2

Issue	Current Law	Recommendation
1. Maintenance of Flexibility	"Sec.561(a) It is the purpose of this chapter to consolidate the program authorizations contained in [previous laws] ...into a single authorization of grants to States for the same provisions...but to be used in accordance with the educational needs and priorities of State and local educational agencies as determined by such agencies."	We strongly favor retaining current law to assure maximum flexibility at state and local levels.
2. Funding Formula	Sec.565(a) "ALLOCATION TO LOCAL EDUCATIONAL AGENCIES"	AASA believes the funding formula should not be changed.
3. Congressional Initiatives Added to Chapter 2	No provision.	We believe that if Congress wishes to authorize new programs, those new programs should be funded through new appropriations and not by means of Chapter 2 funds.

Issue	Current Law	Recommendation
4. Documentation/Dissemination/ Evaluation	"Sec.564(a) Any State which desires to receive grants under this chapter shall file an application with the Secretary which-- ...(5) beginning with fiscal year 1984, provides for an annual evaluation of the effectiveness of programs assisted under this chapter, which shall include comments of the advisory committee, and shall be made available to the public;"	Change Sec.564(a)(5) to read: provides that, from state setaside funds, the State educational agency will identify, validate and disseminate information on successful Chapter 2 programs to local educational agencies. The Secretary will coordinate these activities among the State educational agencies, so there will be systematic data collection for reporting to Congress and the public."
5. Participation of Non-Public Students	"Sec.586(a)(1) To the extent consistent with the number of children in the school district of a local educational agency which is eligible to receive funds under this chapter or which serves the area in which a program or project assisted under this chapter is located who are enrolled in private nonprofit elementary and secondary schools..."	Change 586(a)(1) to read: "chapter is located who are enrolled in private non-profit elementary and secondary schools which document compliance with all civil rights regulations..."
	"Sec.586(b) Expenditures for programs pursuant to subsection (a) shall be equal (consistent with the number of children served) to expenditures for programs under this chapter for children enrolled in the public schools of the local educational agency, taking into account the needs of the individual children and other factors which relate to such expenditures, and when funds available to a local educational agency under this chapter are used to concentrate programs or projects on a particular group, attendance area, or grade or age level, children enrolled in private schools who are included withing the group, attendance area, or grade or age level selected for	Change the end of 586(b) to read: "and benefits of such programs or projects. Equitable participation shall include consideration of the high cost factor only in those non-public schools where documentation of enrollment of high cost students exists."

Issue	Current Law	Recommendation
5. Participation of Non-Public Students (Cont'd.)	such concentration shall, after consultation with the appropriate private school officials, be assured equitable participation in the purposes and benefits of such programs and projects."	
	"Sec.586(c)(1) The control of funds provided under this chapter and title to materials, equipment, and property repaired, remodeled, or constructed therewith shall be in a public agency for the uses and purposes provided in this chapter, and a public agency shall administer such funds and property."	Change 586(c)(1) to read: "administer such funds and property. The private agencies shall assume the responsibility to assure legal and proper use of said materials and equipment."
6. Funding Level	"Sec.562(a) There are authorized to be appropriated such sums as may be necessary for fiscal year 1982 and each of the five succeeding fiscal years to carry out the provisions of this chapter."	We urge the Committee to seek, from the Appropriations Committee, Chapter 2 appropriations near the level approved in 1981, and further to seek inflationary increases each succeeding fiscal year.
7. State Setaside	"Sec.564(a)(2)...to advise the State educational agency on the allocation among authorized functions of funds (not to exceed 20 per centum of the amount of the State's allotment) reserved for State use under section 565(a),"	We believe that the amount of the state setaside should be linked to a graduated scale ranging from 5 percent to 15 percent of the state Chapter 2 allocation. States with smaller populations would receive a higher percentage and states with larger school-age populations would receive a lower percentage of the state Chapter 2 allocation.

Issue	Current Law	Recommendation
7. State Setaside (Cont'd.)		We further believe that 50 percent of the state Chapter 2 allocation should flow back to local educational agencies in the form of discretionary grants.
8. State Advisory Committee	Sec.564(a)(2) [State applications must] "provide for a process of active and continuing consultation with the State educational agency of an advisory committee, appointed by the Governor and determined by the Governor to be broadly representative of the educational interests and the general public in the State, including persons representative of..."	We believe that, since some states have advisory committees with all appointees coming from the same geographic region, Congress should require that intermediate educational agencies--which would represent regional interests--have membership on the advisory committee. Therefore, we recommend adding to the list of groups to be represented: "(H) intermediate educational agencies;"

Senator PELL. Thank you very much, indeed.

We now come to Mr. Donaldson, and in this regard Senator Hatch, the chairman of our full committee, wanted to have this statement inserted in the record as if read. He regrets he personally is not here to welcome you, Dr. Donaldson. Unfortunately, he has been called away this morning to sit in on the investigative hearings on Iran and the contras.

He sends his regrets and he wishes you well, and we look forward to hearing from you.

Mr. DONALDSON. I appreciate the opportunity, Chairman Pell and Senator Stafford, Senator Dodd, ladies and gentlemen, I appreciate the opportunity to be here.

I hope association with the affluent citizens of Connecticut will rub off on me while I am here. I would like to go back with some of that wealth.

Before starting my formal statement, I would like to indicate that the education of children is important. They are individuals. They each have intrinsic worth.

I don't care where the poor come from. They are in large cities, they are on Indian reservations, they are in small communities. They need assistance and support.

I deeply believe education can make a contribution to help them develop their potential, to feel that they have worth and self-esteem, and to make them contributing and productive members of society.

I appreciate the proeducation stance that has been given by this committee and by Congress in general. I am impressed with the measures that have been suggested to prevent dropouts, to provide assistance for illiterate parents, to deal more effectively with children in their developmental years, even prior to school, children who need preschool experiences.

I would like to indicate that the costs of not educating people, both in human and in economic resources, are too high to be ignored. I represent a State that is a smaller State. However, before I get into that, I would like to mention two premises that are vitally important. They have been mentioned. I would like to re-emphasize them.

First, we should be serving a higher percentage of the children. If we were serving all the children who are educationally deprived, jockeying for dollars would be eliminated.

I recognize that Congress is faced with many problems and demands on federal resources and the national treasury, but I think anything that can be done to fully fund Chapter 1 would be desirable.

Second, I am impressed with provisions that have been suggested to make local programs more accountable, particularly if they are not effective. This is important.

We have attempted to recognize the districts that are exemplary. We have built mass dissemination networks. We try to get other people to adopt exemplary school programs. For some baffling reason, these approaches have not been very effective.

I think making the local school district personnel responsible for what happens in their district is a significant key in this regard.

So let's emphasize being effective. There are effective programs in every state in the country. There are effective programs in central city areas and there are effective programs in rural areas.

Regarding *Aguilar* vs. *Felton* or *Felton* vs. *Aguilar*, however you want to state it, additional costs have been incurred because of this Supreme Court's decision. There are added costs for those districts that have private schools within their boundaries, particularly costs in the area of transportation and providing instructional facilities.

I think the need has to be addressed. We don't have many private schools in Utah but where we find districts that are faced with these problems it demands some of their resources for transportation and facilities. Extra money is needed.

I would like to talk about concentration grants and the way the money is presently allocated. I believe the way the money is allocated is proper. I wouldn't take a program out of one district in the State of Utah. Every district in the State participates in Chapter 1. Every district in the State has students that need the kind of service they are getting. Maybe they need better service than they are getting some places but these students desperately need compensatory education assistance.

I just have a few moments. In the submitted written record of my testimony, I mentioned some changes but let me talk about why I think we should continue to allocate money on the current basis.

First, if we allocate on the basis of each child getting a certain amount, it is equitable. We are not treating kids in one part of the country different than we are treating them in another part.

Second, when you have more poor children like we have in Salt Lake City than in other locations in the State, the fact that there are more children there results in Salt Lake City receiving more money. There is already a natural concentration built into the formula. You have more poor kids, you get more dollars.

Third, large programs should be as effective,if not more effective, than small programs.

These are the major reasons why I oppose concentration grants especially if the only increase in the amount appropriated goes for concentration grants. Every district in the State of Utah could use more money. We have more educationally disadvantaged kids than we are serving.

Senators, I appreciate this opportunity. Thank you for the chance to express my views in this regard.

[The prepared statement of Mr. Donaldson follows:]

TESTIMONY BEFORE THE SENATE EDUCATION COMMITTEE REGARDING PROPOSALS TO REAUTHORIZE CHAPTER 1 OF THE EDUCATION CONSOLIDATION IMPROVEMENT ACT

Presented by Jay K. Donaldson
Chapter 1, Director
Utah State Office of Education
May 7, 1987

Introductory Remarks

I want to thank Congress for funding Chapter 1. In Utah, about 25,000 children in 252 schools received instruction from Chapter 1 personnel in reading, mathematics, and language arts each day during school year 1986-87. These students desperately need this individual or small group supplementary instruction for 20 to 30 minutes a day. They have been selected because they are functioning below the level of their peers.

The programs have been managed conscientiously. The cost per student is about $445 per year. Some students receive instruction in two subjects, e.g., reading and mathematics. The cost for each subject is about $345 per year. We have tried to frugally serve as many students as possible.

Achievement gains for Chapter 1 students have generally been above the national average. In addition to the academic gains and increased mastery of subject material, the students association with Chapter 1 teachers and para professionals seems to have positively affected their attitudes and feelings of personal worth.

Thanks, Chapter 1 is helping children in many ways.

Vital Needs

Two needs must be addressed if the educationally disadvantaged are to be adequately served. First, a higher percent of the educationally disadvantaged need to be served. Second, action must be taken to ensure that instruction is effective.

At the present time, a limited number of secondary schools are being served. Also, a number of educational disadvantaged children in a number of elementary schools that are not participating in Chapter 1 need help.

Appreciation of Congress' Support for Education

Congress is facing many complex problems and funding requests. We applaud its pro educational stance and proposals that have been made to meet specific educational needs.

Proposals That Address Critical Needs

o Drop out prevention.

  - More elementary schools are served in Chapter 1 than secondary schools. Low income data (AFDC, foster children placements and free lunch) are easier to obtain at the elementary level. Elementary schools have smaller enrollments and tend to serve neighborhoods. Secondary schools serve larger areas and include more economically diverse populations.

  - More compensatory programs are needed at the secondary level.
  - Dropping out of school is detrimental to the individual and is an economic drain on society. The costs are very high. The number of drop outs must be reduced.

- Providing training for illiterate parents or help for the children of illiterate parents would improve the child's learning experience.
- Meaningful involvement of parents, when feasible, in their child's learning is usually beneficial, e.g., volunteering, reviewing concepts and skills at home, listening to children read, reading to them, playing learning games.
- When student achievement declines for two years, several proposals require districts to submit detailed program improvement plans to the state education agency to upgrade the quality of instruction. Also, districts that report no gains, losses, or minimum gains should be required to consult with the State Office and submit program improvement plans.
- It is proposed that the state education agency be authorized to use reallocated funds for program improvement or technical assistance. This could result in higher quality programs.
- The practice of reporting student achievement data to the U.S. Department of Education every year is encouraged. Achievement data would be of value to the Secretary of Education, Congress, program administrators and the general public.
- Funding Chapter 1 increases to cover inflation is essential if existing services are to be maintained.
- The U.S. Supreme Courts decision in the Felton v. Aguilar case made it more expensive to serve eligible children in religious schools. Costs increased primarily in the area of transporting students and providing separate instructional facilities. Districts that serve these students have incurred additional costs and deserve financial assistance. The baffling question is how much more should they receive. Purchasing mobile vans, for example, may be prohibitively expensive; but a need for extra funding exists.
- When schools have 75 percent or more low income student populations, it has been proposed that the whole school qualify for Chapter 1 services without cost to the local district. This makes administration of the program easier and increases the number of students served but may result in the elimination of some schools that are presently being served.
- Setting money aside so the SEA can make grants to LEAs that have successful programs for the purpose of replicating or extending such programs has been proposed. Recognizing exemplary programs is a good practice. For reasons that are difficult to explain, persuading districts with less effective programs to adopt or replicate exemplary programs has met with limited success. Making districts more responsible for program improvement may be a better strategy.

Problems With Concentration Grants

All states and territories have students that are in great need of compensatory education instruction. There are unique circumstances that challenge educators in different states, communities, and regions. For example, large cities have ghetto areas with poverty, blighted neighborhoods, drugs and high unemployment. Rural states have poverty, small schools, isolation, bankrupted farmers and ranchers, closed mines, and unemployment.

o Concentration grants would redirect hundreds of millions of compensatory education dollars to about 21 states in the United States. Utah, along with a majority of the states, opposes funding a concentration grant category for five reasons: 1) it is inequitable, 2) funds are naturally concentrated in school districts with more low income children, 3) large school districts are in a better financial position to operate efficient programs than small districts, 4) granting more money does not ensure more effective instruction, and 5) many states and districts currently receive lower per individual allocations from the Orshansky Formula calculations and concentration grants will further penalize them.

A more detailed explanation of these five reasons is provided below.

1. It is Inequitable

Establishing a concentration grant category is inequitable, because it allocates more money per student in one part of the country than in other parts of the country. It infers that per pupil program costs are inherently higher in a densely populated low income area than in a less densely populated area. I don't think this premise can be factually proven.

2. Funds are Naturally Concentrated in School Districts with More Low Income Chidlren

A higher number of low income children in a geographic area results in funds being concentrated under the present formula. For example, Salt Lake City School District had an enrollment of 24,503 students this school year. It received a Chapter 1, ECIA allocation of $1,365,610. Alpine School District had an enrollment of 33,959 students this year. It received a Chapter 1 allocation of $671,603. The high number of low income students in Salt Lake City School District resulted in its receiving twice as many Chapter 1 dollars as Alpine School District.

Stated another way, allocating a specific amount of money for each low income child resulted in a natural concentraiton of Chapter 1 funds in Salt Lake City. This same consequence would occur in any city or area with a high density of low income children.

3. Large School Districts are In a Better Financial Position to Operate Efficient Programs than Small Districts

Districts with large Chapter 1 allocations can afford to reserve a small portion of their budgets to employ education specialists to: develop special curriculum, instructional materials, and strategies for low performing students; conduct inservice to refine Chapter 1 workers instruction skills; and to do more indepth studies and evaluations to determine which instructional practices are effective.

3. (Continued)

It is extremely difficult for districts that receive $60,000 or less to employ personnel to perform this kind of program improvement activities.

4. Granting More Money Does Not Ensure More Effective Instruction

Granting more money to a district or school with high concentrations of low income children does not ensure that funds will be used to establish quality instructional programs. If the desire is to allocate more money to serve a higher percent of children, it should be done nationwide. If a higher quality of instruction is desired, then requiring more accountability for program improvement should be legislated.

5. Many States and Districts Currently Receive Lower Per Individual Allocations From the Orshansky Formula Calculations and Concentration Grants Will Further Penalize Them

For years provisions in the Orshansky Formula have reduced allocations to certain states, e.g., a state that expends less per pupil for a year than the national average per pupil expenditure has its allocation reduced. A state that makes AFDC payments above a certain level has its Chapter 1 allocation increased.

Presumably, Title I, ESEA and Chapter 1, ECIA were enacted to benefit students in low income categories. These Orshansky Formula provisions favor states with greater financial resources, not states with lesser financial resources. It is not our intent or desire to have any state reduce its annual per pupil expenditures or AFDC payments; however, should states with lesser financial resources be penalized? Enacting concentration grants will result in many states with higher per pupil financial resources receiving greater Chapter 1 allocations and will further penalize states with lesser financial resources.

NOTE: If a concentration grant category is enacted in reauthorization legislation, we strongly recommend that existing Chapter 1 programs first receive a three to four percent inflationary increase before calculations are made to determine what part of the appropriation is available for concentration grant purposes. If an inflationary increase is not allowed, about half of the Chapter 1 district programs in the nation will be allotted fewer real dollars than they received the previous year. This will result in fewer children being served. If new responsibilities are given to local Chapter 1 programs without increased funding, the conditions previously mentioned will be further exacerbated.

Availability of Census Data and Concern About Its Current Status

Legislation that re-enacts concepts formerly in Title I, ESEA and Chapter 1, ECIA should direct the Census Bureau in the U.S. Department of Commerce to make 1990 low income and poverty census data available to the U.S. Department of Education in time for its use as a basis for allocating appropriations for FY 1992 to states and counties.

Availability of Census Data and Concern About Its Current Status (Continued)

Census data for 1980 (collected late in calendar year 1979) was not reflected in allocations from the U.S. Department of Education until FY 1984. This was too long a delay. A number of significant economic changes occurred in the 3½ year interim. In some situations, dramatic economic changes had occurred. For example, when the 1980 census was taken, coal mine employment in Carbon County, Utah was near an all time high. By July 1, 1983, the beginning of FY 1984, coal mining was depressed and the unemployment level in Carbon County was among the highest in the state.

It would probably be advisable to have some kind of census factor (based on trends over the past 10 or 20 years) built into the Orshansky Formula to allocate federal compensatory education funds. The use of economic census data that is collected only once in ten years, which is not available until three years later, has resulted in disparities among county allocations and current economic circumstances. This would require changes in the Orshansky Formula.

Chapter 1 State Administration Funding

State Office Chapter 1 personnel perform a variety of functions:

- they need to understand and interpret the law and pertinent regulations
- Chapter 1 applications are approved, grants are made, funds are managed and disbursed
- on site reviews of instructional programs and records are accomplished
- inservice training and other program improvement activities are conducted
- statistical and achievement data are collected, analyzed and reported
- Chapter 1 programs are coordinated with other state office programs and activities.

Utah is one of sixteen states that has received the minimum amount for state administration purposes. This amount ($225,000) has remained the same for eight years, since the beginning of FY 1980. Administration costs have increased with inflation and staff has been reduced.

If State Office functions and quality Chapter 1 services are to be continued for the period of time covered by the reauthorization legislation, state administration funds will have to be increased.

Two options might be considered in this regard: 1) smaller states and territories could receive minimum administration amounts and larger states could receive a percent of funds allotted, or 2) a base amount, e.g., $250,000, could be authorized for all states to perform essential funcitons that have been mentioned. (Also, see Appendix A attached.) Then an additional percent factor, e.g., one percent, could be allowed to every state based on the amount of Chapter 1 funds it receives. This option is fair, since a base amount is allowed for every state to perform certain essential functions. Then as programs are added or funds are increased, gradual increases are built in which cover inflation and/or fund the performance of additional administration functions.

Definition of Terminology

Occasionally misunderstandings and differences occur because program descriptors or terminology can be interpreted in more than one way. Providing clear definitions of what terms mean eliminates ambiguity and honest differences that may arise. This is especially important when the terminology is basic to program operations. Therefore, we recommend that terms, such as educationally deprived, low income children, illiterate parents, whole school projects, annual testing, etc., be clearly defined.

APPENDIX A
State Office Chapter 1
Administration Responsibilities

	A Basic Responsibility Required Of All States	Workload Increases Significantly With Number of Districts and Participants
1. Attend U.S. Department of Education and Chapter 1 national and regional meetings.	X	
2. Disseminate laws, regulations, and guidance.	X	
3. Interpret laws and regulations for LEAs and provide technical assistance.	X	X
4. Approve LEA Chapter 1 application and budgets.	X	X
5. Prepare U.S. Department of Education and other federal reports and respond to information requests.	X	X
6. Authorize expenditure of money, calculate sub county allocations, process reimbursement claims, etc.	X	X
7. Collect, analyze, and distribute low income data to LEA and other users.	X	X
8. Conduct staff meetings, make staff assignments, and work arrangements.	X	X
9. Consult with nonpublic school personnel.	X	X
10. Monitor district and school Chapter 1 programs on site:		
- observe instructional program	X	X
- check school eligibility	X	X
- check student selection	X	X
- check comparability reports	X	X
- check supplement/supplant issues	X	X
- check the use of Chapter 1 personnel and their schedules	X	X
- check coordination with the child's regular instructional program	X	X
- check parent involvement activities	X	X

	A Basic Responsibility Required Of All States	Workload Increases Significantly With Number of Districts and Participants
11. Program quality and program improvement activities:		
- consultation with LEAs to identify areas in need of improvement	X	X
- plan and conduct inservice training for Chapter 1 personnel	X	X
- analyze, graph and interpret Chapter 1 student achievement data by grades, schools, etc.	X	X
- assist in the preparation of project nominations for the Secretary's Program Improvement Initiative	X	X
12. Program evaluation:		
- collect test results and other evaluation information	X	X
- perform statistical analysis and prepare reports	X	X
13. Coordination of Chapter 1 with State Office thrusts:		
- implementation of the programs, e.g., State Core Curriculum	X	X
- Drug and Alcohol Prevention Programs	X	X
- Bilingual Programs	X	X
- State Compensatory programs	X	X
- serve on committees and attend appropriate meetings	X	X

Senator PELL. Thank you very much, and on behalf of Senator Hatch I thank you too.

We come to Dr. Dorothy Rich, founder of the Home and School Institute in the District.

Ms. RICH. Mr. Chairman, members of the committee, I am Dorothy Rich, President of the Home and School Institute, a nonprofit organization, which I founded it almost 25 years ago. The Institute specializes in nurturing the abilities of families to help their children learn and achieve in school.

Last year in an analysis that I prepared for policymakers, called "The Forgotten Factor in School Success, the Family," I identified a startling parent gap in the education reform movement.

I have been working to fill that gap, so I am particularly pleased to be here this morning.

In the few minutes I have today, and I would like to excerpt from my testimony and have the remainder inserted into the record. I will try to distill what I have learned and provide some specific strategies for the ESEA Act with the goal of raising students motivation and achievement through family involvement.

Primarily I believe we need a redirection of effort to take advantage of what is now known about how children learn and how families live and work today.

Up to now the major form of federally supported family educational involvement has been the Parent Advisory Council. This is not a method that focuses primarily on student achievement. It focuses primarily on parent political participation. While it has been a useful strategy in its time, it is no longer, in my belief, the appropriate major framework for family involvement in view of what we now know through educational research and in view of demograpahic and work-connected changes that have occurred in family life.

I believe that parent involvement should no longer be defined as involvement only in children's schooling. That means meetings and times spent at the school. Not too many parents, especially employed mothers, can take part in that way anymore.

What we need to care about is involving families in children's education well beyond the school setting and this is do-able. I know this from our programs that reach thousands of parents and teachers across the country. Among our methods have been the School-to-Home programs with activities—I call them "recipes"—that families use at home to supplement and extend the work of the school.

Family response to our National Education Association Teacher-Parent Partnership program used in 18 States has been overwhelmingly positive.

The uniqueness of these activities is that they are not traditional homework. Their goal is to build what I call MegaSkills TM, the big skills such as confidence, responsibility, initiative, perseverance, that children need to learn everything else.

For example, MegaSkill TM activities help parents know that sorting the laundry or setting the table are excellent ways to reinforce skills needed for reading and getting chores done at the same time.

Children need ways to feel successful at home and learn what they have used in school, and I have got many more examples I could provide in the question period.

This may sound too easy to do any good. Don't believe it. Chapter 1 research underscores the following findings. If teachers had to choose only one policy to emphasize, results suggest the most payoff will come from teachers involving parents in helping their children in learning activities at home.

I really believe this is a golden age for learning if only we know how to take advantage of it. And we don't have to be graduates of Harvard to do it. Legislation up until now has not caught up with the current research and the knowledge and the new practices that need to follow from it.

I am delighted to report that a significant start is now being made by Senator Bill Bradley who has just introduced with Senator Kennedy as co-sponsor the Family-School Partnership Act. This bill calls for a basic minimum infrastructure of demonstration projects to focus on the role of the family as educator and on teacher training to support these efforts. This bill is an important step in the right direction.

There is a wide world of opportunity in this as yet untapped area of family-school involvement.

In a longer paper which I would be happy to share with you, I have identified 15 key areas for change, including the description of the MacArthur grant project we are working on now with five major community organizations. Here I want to just cite two absolutely basic needs:

One, an information campaign. Many parents today don't know how important they are in their children's education. We must let them know they are important and there are things they can do to help.

Two, teacher training. Let's insist on family involvement as an accepted, integrated and funded part of the school services.

What is vital to keep in mind is that home-school connecting work is like yeast in bread-making. If the bread can be seen as the Federal and Compensatory Education programs, it is the home-school work, like yeast, that makes the bread rise. Thank you.

[The prepared statement of Ms. Rich follows:]

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Sterling Professor of Psychology
Yale University

TESTIMONY

Family School Partnerships

Presented by

Dr. Dorothy Rich
President
Home and School Institute

BEFORE THE

SENATE LABOR AND HUMAN RESOURCES COMMITTEE

SUBCOMMITTEE ON EDUCATION, THE ARTS AND THE HUMANITIES

May 7, 1987

Mr. Chairman and Members of the Committee:

I am Dorothy Rich, president of the Home and School Institute, the nonprofit organization I founded 25 years ago. The Institute specializes in nurturing the abilities of families to help their children learn and to achieve in school.

Last year in an analysis prepared for policymakers, The Forgotten Factor in School Success-The Family, I identified a startling parent gap in the education reform movement. I have been working to fill that gap, so I am especially delighted to be invited here.

In the mid 60s, when I started the programs of the Institute--I was told that schools are IT, that they can do everything, that I shouldn't be talking about family.

In the mid 80s, I'm told that schools are weak and that families are important, but that there's no one out there to work with.

I didn't believe what was said to me in the 1960s and I don't believe what I hear about the weak school and the nonexistent family today.

What I believe now is surprisingly (even to me) the same as I believed in the 60s when I began this work--I believe that both home and school continue to be powerful institutions, and that the real, best, and only hope for improved education in this country is to unite the educational forces of home, school, and community in working together.

No one, least of all me, says it is easy. It is more complex than adding an hour to the school day or setting up a teacher career ladder. While these may be worthy objectives, they do not answer concerns of student motivation. confidence, self-esteem, and love of learning.

There is justifiable concern about American education today and whether our children are learning enough and working hard enough. The remarkable school success of recently arrived Asian immigrant children has prompted questions about what these children have that American youngsters don't have.

The problem is not that our children don't learn how to read. They do. Educational research on Chapter I programs indicates that most of our children do learn the basics of reading and math in the early grades. What happens is that many children do not keep on reading and wanting to learn more.

I want to enable families to help children not only acquire basics but go beyond them to get on the road to being a learner for life. This learning starts early and it starts at home.

In the few minutes I have today, I will try to distill what I have learned and provide some specific strategies for the ECIA Act with the goal of raising student motivation and achievement through family involvement.

Primarily, we need a redirection of effort to take advantage of what is now known about how children learn and how families live and work today. To date, the major form of Federally supported family educational involvement has been the Parent Advisory Council. This is not a method that focuses primarily on student achievement. It focuses primarily on parent political participation. While this may have been a useful strategy at one time, it is no longer the appropriate major framework for family involvement, in view of what has been learned through educational research and in view of the demographic and work-related changes that have occurred in family life today.

Parent involvement should no longer be defined as involvement only in children's schooling. That means meetings and time spent at the school. Not too many parents, especially employed mothers, can participate in this way anymore. But we should not despair. What we need to care about is involving families in children's education well beyond the school setting. And this is do-able.

In the midst of change, what has remained constant is that parents everywhere - from suburbs to inner cities - care about their children and are seeking ways to help their children achieve.

I know this from our programs reaching thousands of parents and teachers across the country. Among our methods are school-to-home curricula with activities (I call them "recipes") that families use at home to supplement and extend the work of the school. Family response to the National Education Association's Teacher-Parent Partnership Project used in 18 states was overwhelmingly positive. The uniqueness about these activities is that they are not traditional homework. Their goal is to build what I call "MegaSkills"™--the big skills such as confidence, responsibility, initiative, perseverance--that children need to learn everything else.

Children need to be able to apply at home what they learn in school. For example, MegaSkill™ activities help parents know that sorting the laundry or setting the table are terrific ways to reinforce skills needed for reading. And they get chores done at home. Children need ways to feel successful at home and use what they have learned in school.

This may sound too easy to do any good. Don't believe it. Chapter I research underscores these findings: "If teachers had to choose only one policy to stress, results suggest that the most payoff for the most parents and students will come from teachers involving parents in helping their children in learning activities at home."

Our Institute data indicates that even short term programs register gains in parent attendance at school meetings; more initiation by parents of interactions with the school; and greater satisfaction of parents in the work of teachers. Children indicate more time spent with their parents along with increased readiness to do homework. Results like these are found after only a half a semester.

A Golden Age

This is a golden age of learning - if only we know how to take advantage of it. And we don't have to be graduates of Harvard to do it.

Today there is a coming together of ideas and understandings that were not around before. We know now that children learn before school, after school, on weekends and on vacations. But there are still parents and teachers (many in Chapter I programs) who are not yet aware of what they can do to help children learn in this way.

Legislation, until now, has not caught up with the current research knowledge and the new practices that need to follow from it.
I am delighted to report that a significant start is now being made by Senator Bill Bradley who has just introduced the Family-School

Partnership Act. This bill calls for a basic minimum infrastructure of demonstration projects which will focus on the role of family as educator and on teacher training to support these efforts of families. This bill is an important step in the right direction.

New Partnerships

The whole community needs to be involved. Teachers and parents, no matter how good, cannot do the job alone. To help, our Institute is launching a project now for which I have great hope. It's called NEW PARTNERSHIPS FOR STUDENT ACHIEVEMENT. It's funded by the MacArthur Foundation, and it involves five major national organizations. They are the American Red Cross, the Association for Library Service to Children/American Library Association, the American Postal Workers Union, the National Association of Colored Women's Clubs and Parents Without Partners. These organizations were chosen because of their diversity and their potential to show what they and other community organizations can do to help teachers and families foster children's learning. These groups will be using family-as-educator programs in demonstration sites across the country

There is a wide world of opportunity in this as yet untapped area of family-school involvement. In a longer paper, which I would be happy to share with you, I have identified 15 key areas for change. Here I want to cite two absolutely basic needs. We need:

An Information Campaign: Many parents today don't know how important they are in their children's education and what they can do to help. Not too many years ago, parents were told "hands off you don't know what you're doing." Today, the message must be "hands on." Families, dual or single parents, across the nation have needs for similar kinds of information. They want to know how to help their children learn and they need to know this now, not years from now. Information for families should be available in easy to read, easy use materials from every school, from doctor's offices, supermarkets', gas stations, everywhere. I can see a time out during a nationally televised football game in which a burly player tells viewers what he did to help his kid last night in reading or math. We must find ways to support the self-help efforts of parents.

Teacher Training: Let's insist on family involvement as an accepted, integral, and funded part of school services. Teachers need to know the research about families as educators. They need to learn strategies to work with parents as partners. The new role for teachers today is to coordinate what is learned inside the classroom with what is learned outside. This means they must work with adults as well as with children. It means training, materials and information they have not received before.

There is a history of parent involvement programs across the country. Some programs have been very good, but they exist mostly as fragments, coming and going on the fringe of the education budgets. Each year they fight for their life because the word is still not out on how important family involvement is to children's schooling success. You can help change this, through your leadership. I encourage your support of the Bradley bill which is being introduced today.

What's vital to keep in mind is that home-school connecting work is like yeast in breadmaking. If the bread can be seen as the Federal and state compensatory programs, it is the home-school work, like yeast, that makes the bread rise.

It can be anticipated that a wide coalition of groups and individuals across political boundaries would support these programs, They focus on a non-controversial family issue which up to now, however, has been honored more in rhetoric than in action. This legislation provides the opportunity for constructive action. Chapter I programs, which reach into 25,000 school buildings, are an ideal vehicle to translate this new knowledge into actions that have enormous potential to enhance both excellence and equity in education.

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Senator PELL. Thank you very much, Dr. Rich.

As you know, what we are considering here is S. 373 which is really an extension of the present ESEA and what we are engaged in is getting your ideas and ideas from across the country. We call it fine-tuning or we may be "broad-tuning" it, but we will examine what improvements can be made and want to know how well the present legislation is doing its job.

In that regard I would be interested in the reaction from each of you as to how you think that success can best be measured in this legislation. Would it be by test or would it be by other measures, or how would you think it should be done?

We will start with Mr. Donaldson.

Mr. DONALDSON. One comment, I think children and students probably benefit as much in their interpersonal development from participation in this program because of individual relationships as they do academically, but we don't really have a good way to assess the impact on students in these areas.

We have to stick with assessment of what is happening academically if we want to get objective data. We can get subjective data if it is needed.

Senator PELL. Dr. Tirozzi.

Mr. TIROZZI. I agree with the concept of interpersonal relationships and youngsters feeling good about themselves. That is important. I think the time is long overdue and I think you heard it from a number of speakers this morning, including the Governor of New Jersey, for us to look at some very definitive outcome measures. We really need to hold people accountable. The stakes are much too high.

We are talking about the lives of children. We are talking about their futures as adults and citizens of this country.

And I should note the Chief State School Officers are working diligently right now, trying to develop assessment instruments that could be used, instruments that the States would agree upon as measurement of success across the country.

So I guess if I may summarize it, it has to somehow be linked to outcome measures and it should be seen in a partnership effort, State, local, family.

Senator PELL. Thank you.

Father Gallagher?

Reverend GALLAGHER. I think I would concur. Our philosophy has always been to measure the success of the education by the outcomes and I think it is a matter of coming up with the best possible way to do that. But I do believe that perhaps we have to be more accountable on the established fact than we have been in the past.

Senator PELL. Dr. Wentz?

Mr. WENTZ. Very briefly, Mr. Chairman, I would echo some of the previous comments. Obviously, the results of direct instruction can be measured and should be measured and those should indicate the success or reasonable success of various programs.

I believe there are other indices that can be looked at. Some of those are longitudinal. There is great concern about students staying in school and I believe if we follow some of those we are servicing, we can in fact measure the impact of the program over a long extended period of time and how much it is in fact providing the incentive to stay in school.

I believe that there are longitudinal studies that look at how well students—obviously, if they got a good test score and can't succeed in the real world, we still haven't succeeded; and I think we need to look at those students long term in terms of their ability to deal with the realities of the labor market and their ability to deal with that.

And obviously as we talk about parental involvement, I think it is rather critical that we have some mechanism for direct feedback from parents as to their perceptions of whether the programs are accomplishing for their children what we say we are trying to accomplish.

Senator PELL. Dr. Rich?

Ms. RICH. I might add there is relatively new Chapter 1 data which shows that children are learning to read at the first and second grade levels. What they are not doing is continuing to read.

So what we are really talking about is building a support structure for continued learning from grade to grade, not looking at the single grade scores.

Senator PELL. I would like to ask Father Gallagher, in connection with the compensatory education certificates or vouchers the administration has proposed, which I understand you support, what assurances would there be that these vouchers would be spent on compensatory services? How would the accountability work?

Reverend GALLAGHER. We would ask that that be built in and that, in conjunction with the local LEA and the receiving agency, the programs have to be established as compensatory and must be distinguishable from the regular academic program if the youngster and the parent should opt to stay in the school that he goes to for a full academic program.

Senator PELL. In connection with the voucher program proposal, which is voluntary, what would be the reasons for opposing it in view of the facts that it is voluntary?

I would be interested in hearing from those of you who are opposed. Dr. Tirozzi?

Mr. TIROZZI. First, while it is a voluntary program, if you were to appropriate money the large number of youngsters who are already enrolled in non-public schools receiving Chapter 1 services and compensatory services, would, at least initially, be funded and I am very concerned about what safeguards would be built in to insure that the money would only be used for compensatory education and not toward the cost of the total program.

In the public schools we are not allowed to commingle. We are not allowed to supplant, and I support that.

Secondly, if we are going to talk about compensatory education services and vouchers, I would want guarantees that the non-public schools are going to accept any youngster who applies, regardless of background, reading level, special education needs.

It cannot be a selective system. That is what makes the public schools great; we serve all the children of all of the people.

I want to make a point very clear, Senator. I believe in non-public education to an extent. I think it represents an option in our

American society. I have had family members go through it and it does a wonderful job, but it is a choice you make. But as long as there is any selectivity, to me it cannot meet the test of voluntarism and that is why I personally am very much opposed.

Mr. WENTZ. I would add one additional comment.

Mr. Chairman, in addition to the good points that have been made, our concern is again administrative overhead and over-managing and we are adding another layer in there, whether it is voluntary or not, of monitoring from an administrative standpoint details I think are unnecessary at this point.

We obviously are opposed to that situation. We have gone on record supporting a constitutional mechanism for delivery of services to non-public school students. We have been very clear in our intent. We think there are better mechanisms that will not add to that administrative overburden, that is unnecessary.

Reverend GALLAGHER. Just two points I would like to make, Senator. The first is that, when we talk about the certificate, we are not talking about the certificate being used in the regular program. We are saying that the individual gets a certificate for a specific compensatory education program, so that if the youngster is in a public school and he wants to go down to a Catholic school for compensatory education after hours or a distinct portion of the time, he could go.

I am sure that they would accept him. We are not asking them to enroll in our schools for the full program. That is the first thing.

The second thing is that there are LEAs who in trying to juggle the services at the present time would welcome the use of a voucher, because it would get them out of the quagmire of transporting kids a half hour, 40 minutes one way, 40 minutes back for a half hour program. These are the kids that don't need bus rides. They need to stay on the topic and on the subject.

Basically it would give the local education authority the flexibility and the ability to meet those needs in a way that is best for the child.

Senator PELL. Thank you. Thank you very much.

Senator Stafford?

Senator STAFFORD. Thank you, Mr. Chairman.

First of all, Dr. Tirozzi, how does Connecticut's State Education Agencies spend the 20 percent of set-aside for administration that Chapter 1 provides and if you have a comment, how do you respond to the suggestion from Dr. Jones that the set-aside be cut in half?

Mr. TIROZZI. Was it Chapter 1 or Chapter 2 when you mentioned the set-aside 20 percent?

Senator STAFFORD. Chapter 1.

Mr. TIROZZI. We spend our money basically——

Senator STAFFORD. Make that Chapter 2.

Mr. TIROZZI. I thought so, sir.

Senator STAFFORD. We have a typographical error.

Mr. TIROZZI. In Chapter 2 in Connecticut, we take a percentage right off the top. We take 25 percent of our 20 percent set-aside and drive it out to local school districts for various types of grants dealing with services such as exemplary programs, desegregation efforts, et cetera.

In Connecticut we are proud of the fact that right off the top we take 25 percent.

The remainder of the money goes into a number of support and technical assistance type of projects for local school districts. When you look at the need for the States to be accountable at the responsibilities States have to provide equal educational opportunity and to enforce laws, and at the role the Federal Government is asking us to play, it is imperative that we have the staff, the resources, the research capabilities to provide support and effort to local districts.

In our State we have not had a major issue with constituent groups as to how the money is being used and I can only speak for Connecticut. I think there is a high degree of satisfaction among the constituencies that form the Advisory Council as to how we use the money.

Senator STAFFORD. I gather you would not be sympathetic to Mr. Jones' suggestion of cutting it in half?

Mr. TIROZZI. Absolutely no. I would hope we could add to it. That is one of our positions.

Senator STAFFORD. Thank you, sir.

Mr. Donaldson, before I ask the question, since you come from the same State as Terrence Bell, who I consider a personal friend and a very good Secretary of Education, if you see him would you give him our personal regards?

Mr. DONALDSON. I surely will.

Senator PELL. That is from the team of Stafford and Pell.

Senator STAFFORD. How can we improve the actual quality of the instructional program for eligible Chapter 1 students?

Mr. DONALDSON. I think you have to decide what your objectives are and way to assess those objectives appropriately. They can be academic, achievement objectives, or other objectives, but should clearly spell out what you intend to accomplish and should then be checked to see whether you are accomplishing them or not.

The idea of someone coming up with a plan to improve their program gives them time to change what they are doing, then it can be assessed later to see whether changes are effective or not.

If they aren't effective, staff can work on refinement of the plan. You are placing the responsibility on local personnel. The problem I have with situations where you reward exemplary programs is you tend to take the money and give it to people who are successfully administering a program but kids that are in need at other sites may not be getting help to improve their program.

I would like every site to be effective. So I would say they should each identify achievement critics and get the best measures possible to assess what they are trying to do.

Senator STAFFORD. Thank you, sir.

Father Gallagher, the chairman, I am sure you are aware, has been made, and I am not expressing any opinion here of my own, that the voucher plans would be declared unconstitutional if tested in court.

My question is, Has the Catholic Conference sought a legal opinion on this matter?

Reverend GALLAGHER. We dealt with the Department of Education in studying their analysis of it. And we are also comfortable with the idea because it would be for public as well as private school students, and that was one of the considerations in the tax deduction case not too long ago in Minnesota.

Senator **Stafford**. Let me ask you again, Father Gallagher, how is the working relationship now between your urban parochial schools and urban public schools?

I know that in some areas the schools work very well together.

Reverend **Gallagher**. That is true. It varies according to district and personalities. There is no recipe for that.

Senator **Stafford**. In my own home town the principal complaint between the parochial high school and the public high school is that the parochial school seems to get all the best football players. [Laughter.]

I played for the public school when I was a kid.

Dr. Rich, on page 6 of your statement, you talk about the necessity for new partnership programs in education, something that we are very interested in.

Have you been able to get businesses interested in your programs?

Ms. **Rich**. Right now I am working primarily in an area that hasn't been touched, which is the mobilization of membership organizations that up to now have not been involved in educational activities to provide family as educator services to their members as part of their services. And we have just launched—this is the first year of a 3-year program called New Partnerships for Student Achievement funded by the MacArthur Foundation. Its representative came to me and asked about the next step?

I saw all these members in unions so I invited one of the unions to join, The American Postal Workers Union. The American Red Cross has joined to provide services to Hispanic members. The National Association of Colored Women's Clubs will be providing services through their members in an intergenerational program.

The Association for Library Service to Children/American Library Association will be doing workshops for families within the library keyed to the role of the family as educator.

Parents Without Partners will be servicing their members with programs that enable single parents to deal more effectively with the competing demands of employment and family life.

There are some significant school partnership programs in the business world. There have been few, if any in the community organization field. What our focus is to enable community service organizations to help schools and to help families.

I will be reporting to you on our progress. So far it looks very good. The oganizations have embarked on family as educator awareness programs and will be doing sustained programs in their individual sites in the fall.

Senator **Stafford**. Thank you, Dr. Rich.

Dr. Wentz, I have no specific question of you, but I intended right along to give you the opportunity to comment on any of the questions or answers I have put to the other members of the panel.

Mr. **Wentz**. I would be delighted to comment on all of them, but let me pick up on the last one. The issue of partnerships is one I have had a long interest in. My colleague from St. Louis who succeeded me there, we started partnerships I guess about 10 years ago; but in Las Vegas, Nevada, just three short years ago, we had one staff member to begin to address the issue of partnerships with the great potential that is available to us in our community. And in three short years we now have 144 viable, alive, vibrant partnerships with such a wide range of resources in our community and we go to the community for human resources.

We are not there with a tin cup seeking a handout. We are looking for the scientists, the banker, the insurance person, the realtor, the university professor, and a host of them, and it has been a very exciting situation.

We are not adverse to any other resources they might have, and it has brought other resources to the classroom and it has been interesting because it has addressed some of our disadvantaged students where they are not served.

It has addressed other particular needs, and I was delighted when the businessmen came before the joint committee, because it installed, I think, that renewed interest and the potential to have the kind of cooperation in the private sector that is so critical if, in fact, as we look at that future we are going to meet all of those needs we talk about.

Senator STAFFORD. Thank you very much.

I am going to join the chairman in expressing our appreciation to all of you for coming here and helping us with elementary and secondary education.

Senator PELL. Thank you very much.

Senator Dodd?

Senator DODD. Thank you very much, Mr. Chairman.

I know because there are years of experience out here that our panel will forever be looking at what we in the Senate effectively call the firm of Stafford and Pell or Pell and Stafford. That is a duo that, unfortunately, is going to be breaking up with the announcement of our colleague from Vermont, who has decided to reenter private life.

Senator STAFFORD. Not for a couple of years.

Senator DODD. I know that. But I am already regretting it, I will tell you.

Senator STAFFORD. Thank you very much.

Senator DODD. It has been a remarkable combination, and every chance I get I hope people appreciate it. These two people here for really a generation—there is almost a generation of students who have come through our school systems while we have been through some tough times and enjoyed some good years.

In the midst of all that, when I think of the thousands of young people in this country that got a decent education because of the firm of Stafford and Pell or Pell and Stafford, it really has been a remarkable combination and as a junior partner on this subcommittee, this firm, I guess I should say, I look forward to continuing to work with them.

Let me just ask you a few questions if I can. And, Jerry, I am delighted you are here and Father Gallagher and all of you, because you have got a lot of experience in this area and from someone like myself, I get lobbied heavily from the familial standpoint on various levels of education in this country, there are obviously an awful lot of us who have not spent anywhere near the time of our senior members.

But early childhood development, I know you are interested and it is in sort of an embryonic state in our State of Connecticut, and has a tendency to focus on one particular aspect or another as the key; but I was intrigued with recent studies that indicated the earlier you can have an influence, the earlier there is that intervention, if you will—I don't even like that word but I guess the word is state of the art—intervention, then things like dropout rates, by every year earlier you are able to get involved in the education, speaking generically, education process of a child, you reduce the dropout rate, the chance of the child dropping out by 30 percent in a recent study, you reduce the possibility of crime or that individual becoming involved in crime by some staggering statistic of 50 percent or more. Just one area after an other.

That getting involved earlier can have just a very profound and significant effect on a child. Head Start has done a remarkable job, has now celebrated 25 years of being around. In fact, it is a wonderful model because we have people who have come through that process. We can use that statistical evidence to demonstrate how that kind of program has made a difference whereas those children who were not involved in Head Start, again using that model, we can determine that Head Start has made a contribution.

What would you recommend? Do you think we ought to stick with Head Start as it is here?

Do you have some additional ideas as to what we might do as part of this Elementary and Secondary Education Act to assist that Early Childhood Development, early childhood intervention program?

And, Jerry, I will start with you at that end, but I would like all of you to answer. If you don't have a specific idea, it is the kind of thing I am interested in and if down the road, because we are not going to be marking this thing up any time shortly, but if you have got some thoughts on how we might creatively work on this, I would be interested in hearing from you at a later date in addition to what you have got to say today.

Mr. TIROZZI. First let me say, Senator, you really hit a point that I am very sensitive to. I happen to believe very strongly that probably the greatest service we could provide to youngsters, especially youngsters from lower socioeconomic backgrounds, disenfranchised, is to have viable early intervention strategies.

Plato recognized this when he said the beginning is one half the whole, and it is. In this country every day 40 teenagers have their third child; in the City of Hartford two years ago, 70 percent of all live births were to unwed mothers. Those children are at risk in the womb. This is an equity issue before they are even born. So we need to do something dramatic in early childhood education.

Probably the most simplistic recommendation I could make, but a very important one, would be to insure that every eligible youngster in this country was in a Head Start program.

The best figures I have seen tell me that somewhere in the neighborhood of 30 to 35 percent of the eligible Head Start youngsters are in programs. There simply is not enough money to meet their needs. That statistic holds up in the State of Connecticut.

So I'm recommending a greater degree of support for Head Start, and other outstanding programs, the development of other models as well.

I would also hope the Federal Government could provide dollars to allow States and local communities to develop innovative approaches to early childhood education.

Senator, I move across the country and speak about early childhood education. I realize that we in Connecticut are recognized as the leader in early childhood education. But its a rhetorical leadership.

We really don't have any money, and the problem is that there's pressure on local superintendents and even on general assemblies to see the quality of traditional education improved in K through 12. And we need some significant startup money for innovative, creative approaches.

I think Even Start is something we should be looking at. To me that makes a lot of sense because its lined it with Adult Education. So I denounces Head Start, money to support more youngsters, innovative grant programs that would allow States and districts to move in this direction. I don't see the States rushing forward, although in fairness there are a few. I know at the local level when I was a superintendent it was almost impossible to generate interest for early childhood or adult education. It was the K to 12 focus.

Senator DODD. What was the possibility—not matching funds, but we have done a couple things out of this committee on related areas.

I authored a bill a couple of years ago on Child Abuse Prevention programs and we did establish a trust fund. One Federal dollar for every four State dollars for a five-year fixed period of time at which point the Federal commitment would stop, the notion being after five years the trust fund would be adequate enough to then spin off on a yearly basis the dollars necessary to have good education and prevention programs, and the States decide what they wanted to do.

Forty, I think, some odd States have picked up on that idea and today have these trust funds in place. It was only a dollar. We got four in State budgets that are gifts; not as tight as ours.

I wonder if maybe something in the area of that idea, that lure, where we are strapped obviously, and there are so many other things we need, to maintain funds and the last thing you want is someone coming up with another idea that will drain off dollars in those needed areas, but maybe something like that small carrot of a small Federal commitment in relation to what the State does. But maybe if we had some money coming from us it will generate more.

Mr. TIROZZI. Personally I support the matching concept. I think the extent to which you can cause local communities or States to show a similar commitment ensures that commitment. It is not a rhetorical commitment but they are putting dollars behind it.

We are trying to support the extended day care kindergarten in the State of Connecticut on a voluntary basis. We had a $6 million proposal before the General Assembly and one of our original proposals made it very clear it would be a five-year phase-in and then phase-out program. We matched the local districts who would have dollars involved. We would reduce the money over time and they would take the program over.

I think you institutionalize the program when you do it that way. My concern when we have one-time, brand-new money is always-that when it disappears the program generally disappears.

So I think if you can ensure the commitment through the matching concept I could support that.

Senator DODD. Father?

Reverend GALLAGHER. I am talking out of a church experience, but the Campaign for Human Development that the Bishops have conducted for the last 12 years or so has enjoyed the support of the Catholic community because it is that kind of a program. It is not a pure giveaway, and, therefore, they feel that because these groups are coming in with matching funds, they buy into it, it makes it easier for the people who need the help to get half the money than it is to get all the money.

So there is an awful lot of good to say for that kind of a thing.

On the early childhood business or issue, although we are not that heavily immersed in that at this point in time, I know, from the standpoint of studies on the religious development of children, they corroborate what they are saying about the academic impact we can have on young children.

Young children have very profound religious experiences which they do not have the vocabulary to verbalize at the time but only surface in later life and indicate that those experiences have had a lot to do with the sense of direction that the people have taken in their lives.

Senator DODD. I was going to point out, Commissioner Tirozzi goes back to the two centuries before Christ with an indication of Plato talking about something.

I am a product of Jesuit education, and Ignatius of Loyola said, "Give me a boy until he is 7 and I will own him for life."

I don't think he was talking about early childhood experience, but I think he had a good idea.

I didn't have Jesuit teachers, but nuns, but they are almost as effective.

Mr. WENTZ. AASA has been on record for a long time in relation to the potential with preschool programs, and has so stated in our recommendations, supportive of the Even Start.

One of the problems I mentioned, which I didn't elaborate on and didn't do particularly well with, is the unevenness across the States. For example, 40 States make no provision for preschool Chapter 1 services. That is a problem that needs to be addressed in the regulatory process and can be addressed, I believe.

I have found aside from the preschool that the full-day kindergarten is absolutely invaluable for those who come in well behind their classmates and start off with a significant deficit and carry much of that deficit all the way through school.

We have also tried to address through talking with teachers and parents some other innovative ways, a preschool-first grade for those who have gone through kindergarten and still have some gaps for summertime, bringing the students in.

We have some year-round schools, 15 of them, and we have addressed inner cities for those with those high needs.

In other words, keep looking for other ways that we might use.

We have what we call Early Bird, Late Bird classes, classes before school starts, classes after school, attempting to address the gaps that exist in some children's lives and obviously where we can do that with the younger students our chance of success through their school experience is enhanced tremendously.

Senator DODD. I should have mentioned. I am the chairman of the Subcommittee of this full Committee on Children and Families and Alcohol and Drug Abuse, and I spent a great deal of time on the child care issues and the parental leave issues. It is a sort of reinforcement of what you are saying.

Just to give you an example, what no one wants to seem to talk about—it is amazing to me—but we are absolutely an economy in transition. We are frustrated over the trade deficit and the like, but part of what is occurring is this economy is in that state of flux. It is not what it was.

By 1995, 80 percent of all new hires in America in the industrial base will come from women, minorities and immigrants in this country, historically the groups that are the least well prepared in many ways to fill the job market of higher school needs.

You start going down and looking at what is going on out there in terms of single parent families and you could have hearings ad nauseam about whether or not we applaud that or appall it and what do we do to try and restore what we think of as what a family ought to be, but the facts of life are we have got an awful lot of single parent families out there, an awful lot more than of them; and even when you do have the ideal situation with two parents working, it is unbelievable the pressures that are on, economic pressures.

A staggering number of about 40 percent of all working women, their spouse has an annual income of around $15,000 a year. So you are talking about almost poverty level, trying to survive.

Then you got your children and trying to care for them as well as keep the job with that pressure mounting. There are six million employers in the country. Only 2500 of them support any kind of day care. 2500 out of 6 million employers in this country.

In my home State of Connecticut there are 30 communities in the State of Connecticut without any child care services whatsoever in their communities despite our affluence you heard me talk about earlier.

To me, I mean, who are our child care providers? The child care workers are the lowest paid. They are subsistence wages. Minimum wage, which has always intrigued me. If you surveyed a family and asked what is the most important asset you have, it is your kids and you are going to work whatever else you are doing and the people who are going to take care of that child we are paying minimum wage. I find that incredible.

Yet the pressures are great on them to afford that kind of a thing. We are not talking about educating. We are talking about watching and so if you really want to talk about doing something in this area, that may be the way to plug in or Foster Grandparent programs which have been tremendously successful, utilizing the day care for elderly people and tying that in with an educational framework in early childhood or intervention.

It seems to me there ought to be some wonderful, creative ways of starting to get at it.

The economy of this country is going to demand it. We did it in the 1940s. World War II. I have a wonderful photograph of New Britain, Connecticut, day care centers in New Britain, Connecticut, when the young men, the husbands, were in the Pacific and Atlantic or European Theaters, and women were in war production and we set up in the State of Connecticut a day care network, a child care network for infants that went on for five years, in fact, more. It stopped in 1948.

But it was considered part of the national security of this country and we did a hell of a job, an incredible job. We had nurses and physicians in place, we had tremendous things going on at those facilities, and if we could begin to think about it because it is the national security of the country in a sense, and start really putting some emphasis on this, I don't think it is a difficult problem that ought to take bills to solve. I think it is a little creativity.

Mr. DONALDSON. Youth are becoming the largest poverty group, frequently this is because you have single heads of families, particularly women. I think it is critical that we provide some kind of support for them to help them cope with the kind of thing they face raising a family on their own, especially when they are working.

For example, I think day care is definitely needed. Other assistance and resources that would help them cope with the kind of situations they find themselves and their children in would be valuable.

It is hard for a parent who comes home tired to be positive and to do things with their children. I think resources provided by specialists outside of the home would be extremely helpful in most situations.

Senator DODD. Thank you.

Ms. RICH. In the early childhood area, I have always thought there are enormous potentials for utilizing the other institutions and places where you find families. I am a lover of schools as everyone, who knows me, knows. But there are other institutions out there that I believe have a responsibility for helping to educate our children. Why can't we get some information to young parents right at the point they are having babies at hospitals about what is it that they can do to help their child grow and achieve and develop? There isn't much being done on this yet.

Family day care is the largest source of day care in this country. If there is a way, either through cable television or through some other network in which to help to educate the family day care giver about how to help children grow and achieve, I think we would have a lot of progress. And how about business? Families go to supermarkets and they go to gas stations. There are ways this information, these ideas and these activities could be disseminated out through the public.

I know the National Cancer Institute has been setting up some partnership arrangements, for example, with Giant Food about getting out information about cancer. I believe in these partnership arrangements.

Hospitals are looking for ways to attract more people to choose particular hospitals over others. Why not give them materials and ideas and strategies they could use, perhaps in a partnership arrangement with matching funds, to reach out to the families whom they are serving.

So, I think there are a number of ways to reach out in the early childhood arena as well to build up the school network and Head Start.

Senator DODD. I couldn't agree with you more and I would make the last point that I find that the business community becomes more than just rhetorically supportive but an activist element in the problem-solving when there is a direct relationship of benefit to them.

We have seen it happen in a gradual way. They become very active at the university level because it was in their self-interest to do so. There was a pool of resources coming out. Clearly they are in their benefit. Some got directly involved.

I am not faulting business for this. Their job is to make a profit and employ people and keep this country strong. It is not their job in a sense to worry about some of these other things except to the extent that we can show them how it is in their interest to do so.

They have now become very active and involved at the secondary level. We have seen the Sara Lee Corporation in Chicago and that is an example of where one corporation made a tremendous difference in one inner city high school. We have got examples of it in New York. We have got some in Connecticut already, but we have one business really going in, deciding to adopt a high school and really make a profound difference. I think they have done it because I think it is the right thing to do but also because they have seen the benefit. I think if we can begin to get industry to understand, the private sector, how this is directly in their interest—this is not something we are asking them to do like write out a check for United Way. This is something they are the immediate and direct beneficiaries of.

It always intrigues me when the National Association of Manufacturers or the Chamber comes to testify they bring witnesses to testify who never tried any of these things as their witnesses against them.

I rarely—I have to bring the witnesses up from the businesses who have tried some of these programs and they work.

Southern New England Telephone, 14,000 people in my State, for 10 or 15 years has had a child care-parent leave program and they come and talk about how it works.

IBM industry-wide has child care. How it works. That businesses come up and talk about their absentee rate, it just disappears, retention rates in terms of turnover evaporates when you make a commitment to families as well as to the productivity of that particular worker.

So it seems to me our job in a sense is to try and convince the private sector in these partnership arrangements this is not sort of a Peace Corps experience or we are not asking them to become VISTA volunteers, but this is immediately and directly in their self-interest to become involved in it; and I think to the extent you make that linkage, when that occurs, then you may have the willing participant in the partnership.

If it is something where you have to browbeat them you get a reluctant partner and obviously not a very good partner.

I think part of our task and job is to show not the secondary, tertiary effect, but the immediate effect they will get from becoming involved. In that sense I think we can be very successful with the partnership.

I know you are tired, Mr. Chairman. I thank all of you for being here today and I appreciate your testimony.

Senator PELL. Thank you very much, Senator Dodd, and thank you, ladies and gentlemen, for being with us. We appreciate your courtesy in coming. Thank you.

The meeting is recessed. Before recessing, I ask unanimous consent that the record be held open for additional statements and questions.

Senator DODD. I would ask unanimous consent that my full statement be entered in the record.

Senator PELL. It will be inserted in the record as if read, as well as Senator Hatch's statement.

The meeting is adjourned subject to the call of the Chair.

[Whereupon, at 12 o'clock noon, the subcommittee was recessed, to reconvene subject to the call of the Chair.].

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

TUESDAY, MAY 26, 1987

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Pawtucket, RI.

The subcommittee met, pursuant to notice, at 9:30 a.m., in Joseph Jenks Junior High School, Pawtucket, RI, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senator Pell.

OPENING STATEMENT OF SENATOR PELL

Senator Pell. This hearing of the Education, Arts and Humanities Subcommittee will come to order.

It is with particular pleasure that I am chairing this hearing here in Rhode Island on the reauthorization of Elementary and Secondary Education. We have already held two hearings on reauthorization in Washington. While my colleagues and I on the Education Subcommittee are carefully considering the recommendations presented in those hearings, I would be less than honest were I not to tell you that I am more interested in the testimony and recommendations of our Rhode Island witnesses here today. And I thank each of you for being willing to come today and look forward to hearing your views.

The bill currently pending before our Subcommittee regarding reauthorization is S. 373. This legislation provides for a simple extension of both Chapter 1 and Chapter 2, and it is our intent that this legislation serve as the vehicle for reauthorization.

As we undertake our reauthorization work, I have got five goals in mind: (1) That we do everything within the constraints of the Supreme Court ruling to ensure that eligible students within private schools are provided compensatory services; (this refers to the Aguilar versus Fenton ruling; (2) That we make provision for ensuring that compensatory education extends to the secondary schools; (3) That we reward successful programs; (4) That we increase parental involvement; and (5) That we ensure that the poorest school districts receive sufficient aid.

This morning we will hear from representatives of three schools which have received national recognition for their excellent work in compensatory education. They are the Duffy School in West Warwick, Project Alpha from Pawtucket, and the Cranston East High School. It is highly unusual that a state of our size would receive three awards, and it is a great tribute to the fine work of the Rhode Island school systems.

I would like to thank the members of the Pawtucket School Department and of the Joseph Jenks Junior High School for their gracious hospitality this morning. I would particularly like to thank the Cranston East High School students from the bake-shop vocational program for the handicapped. These special students run a catering service called "Panda's Pantry" and they have been kind enough to supply us with a wonderful array of pastry, which I have already sampled, and is excellent.

The first witness was to have been Commissioner Earhart. I am sorry to say that he will not be able to be with us today, because he is not well. But, we will have representing him, Mrs. Gandara, state chapter 1 coordinator, if she would come forward—and Mr. Carcieri, Executive Assistant to the Commissioner.

STATEMENT OF ANTHONY CARCIERI, DIRECTOR OF SPECIAL ASSIGNMENTS, DEPARTMENT OF EDUCATION, REPRESENTING COMMISSIONER EARHART, AND MRS. GANDARA, STATE CHAPTER 1 COORDINATOR

Mr. Carcieri. My name is Anthony Carcieri, Director of Special Assignments, Department of Education. I am representing Commissioner Earhart, who offers his apologies. He is ill, as has been mentioned, and Commissioner Earhart offers his apologies. He is ill today, and he had planned to attend, and so I will read his statement:

Mr. Chairman, I am Troy Earhart, Commissioner of Elementary and Secondary Education for the State of Rhode Island. I am honored to have the opportunity to testify before the Senate Subcommittee on Education, Arts and Humanities regarding the reauthorization of federal programs for our Nation's elementary and secondary school children, particularly Chapter 1. As always, we appreciate our Chairman's and the Committee's interest in our views and in our needs as evidenced by this field hearing here today.

Chapter 1 is the foundation of compensatory education for educationally deprived children. It is the cornerstone in the continuum of federal programs for disadvantaged children, programs which include Pell grants, Trio, Head Start, and vocational and adult education.

I respectfully urge you to maintain the integrity of the current Chapter 1 program because of its demonstrated effectiveness in serving the special needs of disadvantaged children. The program's continuance is essential to help the students reach their individual potentials and participate successfully in American Society. I recommend that funds be made available to extend Chapter 1 services to all eligible children in the scope and intensity needed to support their achievement in basic academic skill areas.

To capitalize on Chapter 1's potential, new components should be added to the basic program. For example, expansion of secondary basic skills and dropout prevention services would build on Chapter 1's strengths and help sustain students' gains in achievement for the long-term. I also believe that meaningful parent involvement in the program to monitor their children's progress requires locally determined plans for outreach, parent and staff training, and other appropriate activities tailored to the local community and its needs. States should be held accountable for monitoring and evaluating such plans.

The aggressive role states are taking in educational reform is evidenced by the dramatic increase in state spending on education. Here in Rhode Island we are about to enter our third year in a program to provide 50/50 funding, a program that will bring the state's average share of the cost of public education to 50 percent by the year 1991. This year Governor Edward DiPrete has requested over 15 million in new funds to support state initiatives in literacy, dropout prevention and vocational education. This points out the increased role the State Education Agency has been asked to play as we move comprehensively to improve education in Rhode Island.

In the case of Chapter 1, if it is to be administered effectively and efficiently, the State agency needs adequate funding. I ask your support for a $325,000 small state minimum to accomplish this purpose.

We all agree that in order for our nation to compete in a global economy, we must have an educational system which challenges all students to achieve to their full potential. We can do this only by not shifting federal funds for new programs from existing ones. We must provide sustained growth for high priority successful programs like Chapter 1 and at the same time, be prepared to establish new federal and state initiatives which provide money and programs in targeted areas of educational need. If Congress is able to accomplish this, it will truly be making a critically necessary investment in the economic future of the United States. We support you in your efforts to achieve this goal for Rhode Island's children and the children of our nation. Thank you.

Senator PELL. Thank you very much, indeed, Mr. Carcieri, and I congratulate you and the State on the fact that Governor DiPrete has requested $15 Million in new funds to support these initiatives in literacy, dropout prevention and vocational education. We at the Federal level are also working on these areas, particularly on dropout prevention, and only wish more states had the same commitment to quality education, as does Rhode Island.

What do you think, Mr. Carcieri, would be the best way of measuring success in the Chapter 1 programs? Do you think tests are sufficiently adequate as index, or should we have some other factors?

Mr. CARCIERI. If I may, Senator, I think Loreto, who is the Chapter 1 Coordinator of Compensatory Education is going to address the specific issues. If you don't mind that she answer.

Ms. GANDARA. Would you like me to read my statement? I think I address that specific question and have some recommendations.

Senator PELL. How long is your statement?

Ms. GANDARA. It is approximately 5 to 6 minutes.

Senator PELL. Fine.

Ms. GANDARA. Senator Pell, members of the subcommittee, ladies and gentlemen. Thank you for the opportunity to comment on Chapter 1 and current reauthorization activities.

First, I would like to assure you that the Chapter 1 funds allocated to Rhode Island have been well spent. In our state, approximately 12,800 students in 184 public schools and from 36 private schools benefit from Chapter 1 services in reading, mathematics and language arts. All students selected for services have demonstrated need for special assistance documented by their functioning below the level appropriate for their age or grade. Approximately 89 percent of these students are in grade 8 and below; the highest concentration of students served, about 36 percent, are in grades 1-3. In this state, 90 percent of the Chapter 1 funds expended in 1985-86 at the local level supported the salaries of teachers and aides offering direct instructional services. Administrative costs represented only 5 percent of the total local Chapter 1 expenditures.

Thanks to the efforts made in our local Chapter 1 programs, achievement gains for Chapter 1 students have generally been above the national average in both reading and mathematics in the past 3 years for which data is available. Additionally, this year 3 projects submitted for consideration in the Secretary's Recognition project were selected as model programs. Because of this record of achievement in Rhode Island, those of us involved in administering the Chapter 1 program are hopeful that Chapter 1 reauthorization will help us to build upon our achievement. The balance of my remarks will review those changes in the legislation which will further our efforts to better serve the needs of disadvantaged students.

My primary hope is for a reauthorization proposal that maintains the basic historic intent of Title 1/Chapter 1 requirements. In other words, I believe the basic goals and objectives of the legislation as it has evolved since 1965 remain sound. The past commitments to parent involvement, targeting, selection of "most in need" students, comparability, maintenance of effort, and supplement/not supplement should remain.

However, while I believe in the importance of these basic compliance areas, it is time to balance these compliance requirements with more emphasis on program improvement. A school may be ranked properly, students may be selected appropriately, and yet a program may be ineffective and participating students may not be achieving. Students must be provided with effective instructional programs in order to enhance their potential for achievement. As program managers, as principals, we know what contributes to the success of a child's school experience to the success of a program or to the success of a school.

Today, I wish to discuss five specific improvements that I believe can be made in the Chapter 1 statute which will serve to improve program quality and contribute to increased student achievement.

First, the requirement that programs be "of sufficient size, scope, and quality to give reasonable progress toward meeting the special educational needs of the children being served" needs some definition and parameters that will enhance the possibility of having programs that are effective.

We, in Rhode Island, know that at a minimum, our best projects have all the following elements: (1) Clear goals and objectives; (2) Instructional activities based on a diagnostic/prescriptive approach—

Senator PELL. I think the mike is not working too well. Maybe if you could just speak up.

Ms. GANDARA. (3) Frequent monitoring and assessment of student progress; (4) Coordination with the regular program; (5) Strong leadership evidenced by a project director, school principal, and/or Chapter 1 teacher; (6) Sufficient effort, that is adequate time on task, low pupil teacher/ratio and proper deployment of staff; (7) Appropriate materials and supplies to accommodate different learning styles; (8) An evaluation plan which measures achievement in basic skills and provides data for decision making in instruction and program improvement, and (9) Parental involvement. If these elements could be made part of what constitutes "sufficient size, scope, and quality" then the probability of achieving these general goals would be increased.

A second way program improvement can be promoted is through a strong emphasis on evaluation requirements. There is continuing concern about documenting the effectiveness of the Chapter 1 program and continuing controversy surrounding the interpretation of evaluation data. Despite these controversies and concerns, the current statute offers no guidance or mention of the acceptable models or methods for evaluation and requires local districts to submit evaluation data only once in a three-year period.

Strong consideration should be given to requiring evaluation on an annual basis including guidance on the methodology. In this way, some progress can be made in reducing the controversy over the validity of Chapter 1 achievement data. Further, local school districts should be required to utilize the results of the evaluation for program improvement.

Third, Chapter 1 instructional programs can be improved if the statute includes provisions for enhancing parents' knowledge of how to work with their children at home. Research on effective schools and a variety of recent national reports underscore the important role that parents play in the successful school experience of their children. We must take this into account and provide parents with opportunities that will assist them to supplement what we do in schools by helping their children at home.

This should be in addition to current requirements that parents be consulted on the planning, design, implementation, and evaluation of Chapter 1 programs. Parent involvement requirements should focus on establishing a partnership wherein parents and school officials cooperatively develop policies and strategies for meaningful involvement.

Fourth, improving accountability for program improvement is needed. In order to further the capacity for local school districts and State agencies to implement program quality. provisions, the interrelationship of the local, State, and Federal responsibilities in technical assistance, evaluation, monitoring, and application review must be clearly stated.

This is a concept that should clearly delineate responsibility. We must remember, that at most, we see Chapter 1 students 30-45 minutes a day; therefore, any Chapter 1 program accountability requirements must include a balanced perspective on how local, State, and Federal efforts can effectively make an impact on the education of disadvantaged students.

And finally, program improvement can be encouraged by providing incentives for local school districts who demonstrate significant achievement and/or demonstrate exemplary practices. Providing resources for local school districts to disseminate and/or expand successful programs is a necessary component to promote and encourage effectiveness.

Reauthorization of the Chapter 1 program offers a timely opportunity to emphasize program effectiveness. I believe that changes in the five areas I have mentioned—specific definition of "size, scope and quality", evaluation, parental involvement, accountability, and rewarding success will bring concrete improvement in student achievement.

Along with continued attention to compliance and more emphasis on program improvement, the Chapter 1 reauthorization should include funding increases to cover inflation in order to maintain existing programs.

In addition, consideration should be given to providing additional dollars to fund secondary school programs. For many students, this is the last opportunity for special assistance. In Rhode Island only 11 percent of the total number of students served are in grades 9 through 12, yet new approaches for secondary school programs such as teaching reading through the content area, offer great potential for gains in student achievement at this level.

Unfortunately the lack of adequate funding makes local school districts face difficult decisions producing a concentration of services at the early grades and an absence of programs at the secondary school level. More funds would permit building on the Chapter 1 services offered in elementary schools with services at the secondary school level.

With regard to state administration funds, I must call your attention to a particular problem affecting this state. Rhode Island is one of the minimally funded states. Since 1980 we have seen a steady and gradual decline in staffing and in the flexibility to utilize funds for program improvement efforts such as statewide conferences, dissemination efforts and training for teachers and parents. As a result, we feel hindered in our efforts to provide leadership to local school districts for program improvement.

Since all five areas that I discussed under program improvement considerations assume an expanded role for State agencies, additional funding will be needed so that our compliance and program improvement efforts can be effective.

In closing, I would like to thank you for your continued support of Chapter 1 and all your efforts in behalf of all students in Rhode Island.

Senator PELL. I think you went a little fast. In your own words, what are the five points that you are driving at?

Ms. GANDARA. In terms of how to improve programs, I think we need better definition of what is meant by sufficient size, scope and quality.

Senator PELL. Excuse me. Better definition of——

Ms. GANDARA. Sufficient size, scope and quality. What is meant by that terminology in the statute. We must expand parental——

Senator PELL. Point number two is what?

Ms. GANDARA. Expand parental involvement requirements.

Senator PELL. What is point number three?

Ms. GANDARA. Improve the evaluation requirements.

Senator PELL. Right. What is point number four?

Ms. GANDARA. Improve accountability at the Federal, State and local level.

Senator PELL. Right, and five?

Ms. GANDARA. Include incentives for rewarding success.

Senator PELL. Thank you. Now going back to my original question, do you think that there should be test scores as a means for measuring success or what measurement would you use?

Ms. GANDARA. Test scores are one indication and continued emphasis on school district, reporting of achievement data. Additionally, I think we need to look at what happens at school programs based on the results of that evaluation. Are school districts utilizing the results of evaluation data to make changes, improvements or to continue successful practices? Additionally, I think you have to look at the program level and individual student level. You really must look at what the objectives of the program are for individual students and you must have some mechanism for continually evaluating whether those students are mastering those skills.

So, it is a combination of evaluating the overall program—were the objectives of the project met? Does the evaluation data document overall student achievement gains? Also, one must look at what effect the project had for individual students—have they mastered documented skill deficiencies? Have they moved up to a higher reading level? Did their attendance improve? Is their overall performance in school improving?

Senator PELL. As you may know, I have reintroduced a measure providing for optional tests in high schools in order to measure the progress that schools make. What would be your view on this optional testing.

Ms. GANDARA. I think that would be excellent, Senator.

Senator PELL. Another means of measuring it would be, would be how well the students do in their next phase in their education. I was struck by the Commissioner's initiative in early intervention, and his work in the pre-school area. Do you feel that is necessary, that additional money should be spent in that direction?

Ms. GANDARA. I believe that there is a need for additional money for early intervention. I think it can only enhance the efforts that are ongoing in K through 12 now, but I would like to emphasize that I think because the program is currently underfunded, any initiatives in pre-school, I think, would take additional money.

Senator PELL. If we only have so much money, would you prefer to see some money removed from the present programs to provide for pre-school intervention or would you rather see that the present general program remain with very little pre-school intervention?

Ms. GANDARA. I guess I would have to say that because of ongoing efforts, I would like to see the basic funding remaining and hopefully there would be other initiatives such as state intervention programs that would build on that K through 12 program and provide that preschool programming.

Senator PELL. I thank you very much. Are there any other points that we should bear in mind that you have not covered?

Ms. GANDARA. I did have two additional points.

Senator PELL. State them to me verbally.

Ms. GANDARA. In consideration of concentration grants, I think that this is an effective way of targeting funds to counties where there are high concentration of poor children. I think it is a good idea. I would further add that I would hope that there would also be improved targeting once that money is distributed, that we would not distribute to all LEAs within that country but only those which show the highest concentration of poverty.

Second, I think we need to improve the use of data sources at the national level for coming up with the allocations for counties and states. I think we need to consider dropping use of the survey of income (SIE) data and we need to update and utilize the poverty definition from the 1980 census.

Senator PELL. One final question. What kind of assistance could the state provide to the local education agencies which they can't provide under current law?

Ms. GANDARA. Because of——

Senator Pell. Under current law, are there any restrictions inhibiting you from helping local agencies?

Ms. Gandara. No, I think there isn't anything that prohibits us working with local school agencies. I do think that there is a need in the statute for more clarification on certain concepts that would give us a stronger hand in promoting improvement. A good example of that is the vague terminology of sufficient size, scope of quality.

Senator Pell. Thank you very much indeed, Ms. Gandara.

Mr. Carcieri, do you have anything more?

Thank you for being with us.

Now we can go on to our first panel, which is panel number one: Edward McElroy, President of the Rhode Island Federation of Teachers; Mr. Harvey Press, President of the NEA, Rhode Island; Mr. Thomas Sweeney, President of the Rhode Island Association of School Superintendents; Sister Marie Andre Guay, Superintendent of Catholic Schools; Mr. Gerry Leonard, Principal of North Soituate Elementary School, Rhode Island Association of School Committees.

I would also say a welcome at this time to the two classes that are here from our host school, Jenks Junior High School. I remember last time it was a much more old fashioned building then this, and I congratulate you on your new building.

STATEMENT OF EDWARD McELROY, PRESIDENT OF THE RHODE ISLAND FEDERATION OF TEACHERS; HARVEY PRESS, PRESIDENT OF THE NEA, RHODE ISLAND; THOMAS SWEENEY, PRESIDENT OF THE RHODE ISLAND ASSOCIATION OF SCHOOL SUPERINTENDENTS; SISTER MARIE ANDRE GUAY, SUPERINTENDENT OF CATHOLIC SCHOOLS; AND GERRY LEONARD, PRINCIPAL OF NORTH SCITUATE ELEMENTARY SCHOOL, ASSOCIATION OF SCHOOL COMMITTEES

Mr. McElroy. My name is Ed McElroy, I am a Vice President of the American Federation of Teachers and the President of the Rhode Island Federation of Teachers. The AFT is a national union of more than 630,000 members, and as you know, I am sure that there are more than 7500 members of the AFT in the State of Rhode Island.

It is a pleasure for me to be here and to acknowledge to your subcommittee and especially to you, Senator Pell, the debt that education owes to subcommittee members both Republicans and Democrats who have fought to preserve federal programs at a time when the national administration was aggressively seeking ways to reduce or to eliminate most education programs. Certainly the reauthorization of Chapter 1 is another opportunity to rebuild support for education.

While some of the pressing issues in education do not lend themselves to federal solutions, others such as assuring access to quality education for the disadvantaged are clearly appropriate for federal assistance. The major federal role providing educational enrichment for the disadvantaged and the handicapped is still as you know, Senator, unfulfilled. We have several recommendations and I will go through them if you like, slowly, or——

Senator PELL. Slowly.

Mr. MCELROY. Several recommendations. First of all, obviously the AFT recommends that attention be paid to restoring and expanding the Chapter 1 program. I urge, and the AFT does, and the Rhode Island FT does, that Chapter 1 be reauthorized and enhanced. The financial support of compensatory education provided by Chapter 1 is crucial if we are to meet the challenges that confront our nation as a whole.

Data proves that disadvantaged students who have been fortunate enough to attend a Head Start program and a Chapter 1 program do significantly better in school than their peers who were not able to participate in these programs. We recommend that Chapter 1 be expanded to create a preschool education program to function alongside the Head Start programs so that every child, especially every child who is educationally at risk, can be assured a good start in school. We note that the House of Representatives, Senator, in H.R. 5 unanimously reported, from the House Education and Labor Committee, a bill which provides authorization to start a preschool program. I believe the recommended appropriation is $25 Million. While we support this beginning, we don't think the $25 Million is nearly enough to meet the issue head-on.

A second recommendation is that we support the establishment of Chapter 1 programs at the high school level. We realize that a phase-in may be necessary if budgetary restraints so require, but we would urge that within three years a full Chapter 1 program for high school students be available for students in need of such a program.

We recommend that schools with 60 percent or more disadvantaged students be allowed to run Chapter 1 Compensatory Education programs schoolwide. Presently, that disadvantaged threshold is 75 percent. By lowering that threshold, we would be able to bring more students into the compensatory education program.

Also, the matching requirement—I was told this morning by a person from the Department of Education, that this formula is a little difficult to figure out, but our people tell us it is approximately a requirement of 50 percent in matching funds. That is a very difficult order for most school systems, and we will be in favor of a lower figure or gradually reducing the figure for matching funds. In addition—I am going to mention this point, although it's probably something that we shouldn't belabor at this hearing. Certainly we need greater attention paid to the concept and the role of research and the role of federal education and research. We need an improved research function if we are able to answer some of the questions that you were asking of the previous people testifying.

We in the AFT are hopeful that Chapter 1 with a new preschool and secondary school focus will have a positive effect on one of the AFT's greatest concerns, and that is the problem of dropouts. As you know Senator, several concentrations of resources have been targeted in Rhode Island for dealing with that particular issue. The Rhode Island Federation of Teachers in conjunction with the Greater Providence Chamber of Commerce, ran a program several months ago to try to bring educators and business executives in the State together so that at least initially, people could start beginning to concentrate on the dual problems of the drop-out and the whole problems of illiteracy, especially in the State of Rhode Island. It is a particular and crucial problem, not only to educators, but to the whole concept of economic development in the State of Rhode Island.

We do support the authorization of the $30 Million to help pay the cost resulting from the Supreme Court's Felton decision. We know that providing that assistance is going to be somewhat burdensome, and we look for appropriation of monies to be able to do that. At the same time, we support that initiative, we oppose the administration's voucher plan, and we urge, Senator, upon you and your colleagues that this provision not be included in the Chapter 1 reauthorization bill. A voucher essentially is the same as a tuition tax credit except that vouchers would undermine compensatory education, and we strongly urge you to keep vouchers out of the Chapter 1.

As I have said, we have obtained documentation that shows that education is an investment that pays enormous dividends to our country. It has been estimated that the return on investment in the GI bill of rights alone was on the ratio of $14 to every dollar spent. So, education is not only good for the people and good for the children and good for the society, it is also a crucial economic investment. Education is the key to global competitiveness to military strength and domestic prosperity. The 100th Congress must reaffirm our nation's long tradition of commitment to education and thereby to our nations future. Reauthorizing Chapter 1 is an important step toward fulfilling both the federal commitment to the education and our nations needs. Thank you very much.

Senator PELL. Thank you very much.

Mr. Press?

Mr. PRESS. Thank you. On behalf of the NEARI and the 1.8 million-members of the National Education Association, I am pleased to be able to talk to you——

Senator PELL. Excuse me. Can the audience hear him?

Mr. PRESS [continuing]. About the reauthorization of the Education Consolidation and Improvement Act. Perhaps no other action the 100th Congress will take will be more critical to our nation's economic, social, and national security than renaming the national commitment to these essential education programs.

Education is not simply one among our national priorities. It is woven into the very fabric of all of our priorities. If America is to continue its leadership among nations, it will require the skills, knowledge, and creativity, of our nation's people—skills, knowledge and creativity that can be acquired, developed, and nurtured only in our nation's schools.

The Education Consolidation and Improvement Act is inextricably linked to the success of public education in our nation. NEA is proud to have participated in the creation of these programs and of our role in helping to make them successful.

NEA members believe in the necessity for a strong federal role in education to provide for equality of opportunity, to promote excellence, and to supplement limited state and local resources. An investment in the economic and national security of our nation, because the strength and vitality of the American people is our strongest defense against external attack or internal decline.

Before addressing some specific concerns, I would like to emphasize some elements essential to the reauthorization of each of the elementary and secondary education programs Congress will take up this year--including Chapter 1, Chapter 2, Bilingual Education, Adult Education, Impact Aid, Indian Education, Magnet Schools, and Immigrant Education programs.

Each of these programs is designed to overcome inequities of resources or abilities. Each is unique and essential, and they should all be reauthorized, expanded, and enhanced. America's school children are well served by a high level of coordination among the several programs, as opposed to a simple consolidation of funding.

Each of these programs deserves funds sufficient to meet its goals. Keep in mind that learning takes place in the classroom, not in state or federal education agencies. Funding for these programs should be provided directly to local education agencies for provision of classroom instruction. They should include incentives for optimum class size.

Classroom teachers must be full partners in the development and implementation of all federal education programs. The success of these programs depends on continuity, predictability, and stability. Consistency is a vital component of the effectiveness of these programs and the ultimate aim of these programs is the academic success of the participants.

Chapter 1 of the Education Consolidation and Improvement Act is among the most important and effective education programs ever devised and supported by the Federal Government. It represents almost half of the total federal commitment to elementary and secondary education resources, serving more than five million students. Sadly, however, too few of the students who could benefit from compensatory education services have access to the programs.

Far fewer than half of the estimated 15 million eligible students are served, and—far from increasing that effort—a million fewer students eligible for Chapter 1 were served in 1985-1986 than in 1980-1981.

Chapter 1 participants have made dramatic, documented gains in academic achievement, particularly in reading and mathematics throughout the life of the program. The most recent study of Chapter 1 by the National Institute of Education revealed that a decline in various achievement test scores reversed itself beginning in the third year of Chapter 1's precursor, the Title 1 program.

Some of the important factors contributing to Chapter 1's success are smaller class size, more time on task, and greater access to instructional equipment.

For the past several years, the Reagan Administration has proposed vouchers in lieu of Chapter 1 services. More recently, the Administration has advanced a voucher proposal that would enable school officials—in consultation with parents—to send eligible students to other public or non-public schools.

Vouchers for elementary and secondary education services are bad public policy, bad social policy, and bad educational policy. The successes of Chapter 1 programs depend on funding sufficient to maintain quality staff and material resources.

Rather than looking at ways to encourage students to abandon public schools, the Federal Government should continue its effort to improve public education at every level. In that context, and given the vast differences in the ability of state and local school districts to provide quality educational opportunities to disadvantaged students, Chapter 1 should be permanently authorized. Moreover, we urge this Subcommittee to recommend funding levels that will restore educational services in Chapter 1 lost over the last six years and move toward the provision of Chapter 1 services to all eligible students. At the very least, we believe all existing Chapter 1 programs should be maintained, including those programs to serve migrant and handicapped students and students residing in state institutions which are targeted for elimination by the Administration.

In addition, there is a growing awareness of a principle NEA has long advocated: quality education depends on the support and participation of parents. We urge you to support funding for model projects which would enhance the ability of teachers and families to work together and reinforce academic skills. Specifically, we support the Family-School Partnership Act authored by Senator Bill Bradley and support its inclusion in the final form of a Chapter 1 reauthorization bill.

Chapter 2 block grant funds have been used by virtually all 16,000 local school districts to support a number of programs essential to school improvement. And yet, since Chapter 2 was enacted in 1981, there has been a dramatic loss in funding in this area of the federal education programs. Accounting for inflation, these elementary and secondary education programs have lost some $753 million in federal assistance since FY 80. As a result of budget reductions and inflation increases, scant resources are provided under Chapter 2. In fiscal year 1985, Chapter 2 funds represented an average of about $7 per student or .002 percent of the national per-pupil average expenditure. In order to accomplish the stated purposes of the block grant approach, the federal government should provide funding sufficient to make a significant impact on school improvement efforts, and at the same time identify—using national research—those areas which are the most critical to our nation's future. The National Education Association supports federal funding assistance. In conclusion, despite the great strides we have made toward providing full educational opportunity, there are still too many children who fall through the cracks because of a lack of resources and programs to meet their needs.

Our nation has the highest standard of living of any society in history. We are a nation which has aspirations for continued progress. And, we have the vision, the resources, the energy, and the creativity to make that progress. But, if we ignore the millions of American children whose educational needs are still not met, we set the stage for catastrophe.

To sustain the kind of opportunity, security and advancement the American people expect, we must build a strong foundation for the future. Education is that foundation, and we strongly support your efforts to sustain and expand on the framework these programs provide.

Thank you Senator.

Senator PELL. Thank you very, much, Mr. Press, Sister Marie Andre Guay.

Sister ANDRE GUAY. I want to thank you for this opportunity to be present here this morning and to express my views. I speak today on behalf of 19,500 students who attend 70 elementary and secondary Catholic schools in Rhode Island, as well as for the thousands of parents and others who support them. My remarks today are meant to give you information regarding the status of Chapter 1 as it pertains to our schools. For over twenty years, the ECIA Chapter 1/ESEA Title I program has helped countless millions of educationally disadvantaged children in both public and private schools by providing them with specially-designed compensatory educational services. From its beginnings as Title I of the Elementary and Secondary Education Act, the program was designed to help these children overcome their learning difficulties, and thereby recognized that some of the children who needed and qualified for help attended Catholic and other denominational schools. Therefore, the Child Benefit Theory approach was adopted in which assistance was provided directly to the students rather than to the sectarian school. This approach for Title I services has proved most successful.

In these twenty years, Catholic inner city schools have proved to be extremely good at educating low-income, minority students, many of whom in increasing numbers are non-Catholic. Some of the nation's most respected education analysts, such as the University of Chicago's Dr. James Coleman, have concluded that Catholic schools have done the best job with this group of students. Our Catholic school leaders believe that the Title I/Chapter 1 program has played an important role in that effort. In Rhode Island today, Senator, there are more and more disadvantaged, minority students enrolling in Catholic schools, and yet, since the Aguilar Decision these services are in a sense completely wiped out. I will say that with some kind of parameters, the Aguilar Decision, as you well know, prevented Catholic schools from having the programs in their own schools and as a result, our children who need education the time—most have to be bused to public schools for remedial instruction or to neutral sites. In one instance in the city of Providence, or at least in three schools, there are—there is computer-assisted instruction. Parents of children eligible for Chapter 1 services, when they find out that most of the school day, or a good portion of it is spent transporting children to and from the public schools and taking away this precious time from them, have decided to withdraw their children from Chapter 1 programs to the detriment of the children themselves.

But also, perhaps not to their detriment, but to their betterment—and I believe that in the State of Rhode Island the number of children served by Chapter 1 at this point is probably 40 to 60 percent less than we had three years ago, and I believe that this is a very serious problem. These children are citizens of this country as much as the children in public schools. If they exercise their right of free choice, I do not see why they have to be penalized by such decisions.

Currently, most LEA's are providing Chapter 1 services to private school children at the nearest public school. As I said, I won't repeat myself, but the start-up cost, for instance, establishing computer laboratories at private schools are relatively high. I see this as one of the best alternatives, in addition to the mobile vans that would save the time for transportation to and from public schools on neutral sites. In the beginning the start-up cost would be expensive, but in the long run it would decrease.

I would like to see, Senator, the level and quality of participation of private school children in the Chapter 1 program restored to what it was before the Aguilar Decision.

I urge you, Senator, to authorize new funding for the Chapter 1 program and specify that LEA's may only use these additional funds to pay for new alternative delivery systems such as mobile educational units, and computer equipment and materials. This special funding could go a long way toward overcoming the reluctance on the part of some public school authorities toward implementing these new alternative methods of providing services to private school children.

I am particularly pleased to see that Section 107 of S. 1004, a bill introduced by Senator Dole and co-sponsored by Senator Stafford and others, responds to this recommendation by authorizing $30 million for fiscal year 1988 and such funds as may be necessary over the next five years to help LEA's pay the capital expenses incurred in providing off-site services to private school children eligible to be served under Chapter 1.

I remain concerned that these additional funds will not result in increased quality of services and levels of participation for private school children who are not being adequately served.

Second, I endorse your proposal and that of Senators Dole and Hatch as included in S. 594, S. 539 and S. 646 respectively, which would provide local education agencies the option to award compensatory educational certificates to parents of eligible Chapter 1 children.

This would provide parents of such children an alternative method of obtaining supplemental educational services best suited for their children. The school district could provide compensatory educational certificates equal to the Chapter 1 per-pupil expenditure within the district if equitable services could not be provided in any other way. Parents could use the grant to purchase compensatory educational services for their children from a public school, a private school, a private tutor, or from an institution of higher education.

Such certificates would help restore the Chapter 1 program for private school children to its pre-Aguilar level of equity, and would save some LEA's from spending funds on costly alternative delivery mechanisms in order to comply with their statutory obligation to serve eligible private school children.

After Aguilar, the need for timely and meaningful consultation by LEA's with private school representatives has become more imperative for the development of practical and effective delivery systems. I must say, Senator, in the State of Rhode Island, we have had the best of relationships with the State Department of Education and LEA's in general.

This is not an indictment on their efforts because this has been as much turmoil to them as it has been to us. I must say that when this decision first came out in 1985, the whole State was in turmoil over trying to provide the services for our students. I am grateful to all the efforts that they have made in our behalf, and I know that Superintendents and LEA's find it very difficult to provide these services under the restrictions that have been given.

To the extent that the Committee considers amendments to expand Chapter 1 benefits to either pre-school or secondary school students, we would urge that this be done in a manner consistent with the basic Chapter 1 provision for assuring equitable Chapter 1 benefits to such children enrolled in private, non-profit schools.

Again, I thank you, Senator, for all you have done for education at Federal and State levels and for the opportunity to share my concerns with you today.

Senator PELL. Thank you very much, Sister Andre.

Now, Mr. Sweeney.

Mr. SWEENEY. Senator Pell, I would like to thank you for giving me the opportunity to appear before you to discuss the reauthorization of Chapter 1 and 2 of the Education Consolidation and Improvement Act.

As you have said, I am Superintendent of Schools for the West Warwick School Department in West Warwick, Rhode Island. I am also President of the Rhode Island School Superintendent's Association and a member of the American Association of School Administrators State Advisory Board. In addition, I have the extreme honor of being Superintendent of one of the three Rhode Island and 104 nationally selected school districts around the country recognized this year by the Department of Education for an unusually successful program under Chapter 1, an honor recognized by you, Senator Pell, in your letter of congratulations dated April 21, 1987.

I wish to take this opportunity to publicly thank you for your personal interest in the success of West Warwick's program. Our Chapter 1 teachers, aides, and administrators responsible for this effective program truly appreciate your awareness of their efforts.

West Warwick's honored program owes part of its success to the fact that it allows for the maximum flow of dollars into direct services for at-risk children. This particular aspect of our Chapter 1 program deals with kindergarten and first grade children in a coordinated program designed to bring disadvantaged young children to a sustaining competitive level of readiness as early as possible so that they will have the opportunity to be successful through their elementary and secondary schooling.

Our goal for these children is to prevent their appearance on the forever remedial treadmill of failure which eventually results in the child becoming a small and bitter subsection of dropout statistics. In such a manner, all of our children may someday take their rightful place as worthwhile citizens in our democratic society.

In order to continue our work and improve these childrens' chances of success, we need your help. We need your full support for the immediate reauthorization and full funding of ECIA. This is not a time for bureaucratic delays, favorite program trade-offs, or even an attempt at the reallocation of funds to non-public educational agencies by means of vouchers.

You must assist us to target the monies to those who need it the most—the educationally and economically at-risk students who are found in public schools. I urge you, on behalf of these children, to prevent the dilution of ECIA services by those who would use the dollars to help fund non-public educational institutions.

By way of the Aguilar Decision, Senator Pell, I would support as a recommendation that Congress establish in each State a new capital fund to subsidize to provide to non-public Chapter 1 students.

As a Superintendent, I would also urge you to continue the reduction of unnecessary bureaucratic paperwork. ECIA should not be a job corp project to provide salaries for "pencil counters" and "regulation makers". The monies are needed for direct services to children. Both the reports of the National Governors' Association and the Carnegie Commission strongly recommend the elimination of administrative overburden in education and allow for the creative energies of Chapter 1 teachers, aides, and administrators to improve the level of services and outcomes.

As custodians of the peoples' tax dollars, you should be circumspect of every dollar that doesn't attend directly to the only important business of ECIA—the positive gains of achievement made by children who are service recipients.

Finally, RISSA fully supports the recommendations made by AASS to your committee in December of 1986. These recommendations were made after extensive survey and direct involvement of our members all over the country. We urge their adoption into the reauthorization.

Senator Pell, I want to again thank you for giving me and RISSA the opportunity to appear before you today to present our views. RISSA is grateful for your leadership in education and looks forward to assisting you and your staff in any way possible throughout the final states of the reauthorization process.

Senator PELL. Thank you very much indeed.

Mr. Leonard is the Principal of the North Scituate Elementary School and represents the Rhode Island Association of School Committees.

Mr. LEONARD. I appreciate the opportunity to represent the Rhode Island Association of School Committees at this hearing regarding the reauthorization of Chapter 2 of the Education and Consolidation Improvement Act. My knowledge of this began with Title I of the Elementary Education Act of 1965 in 1968.

I have had the privilege of teaching in Title I, serving as a local project director and serving as a state coordinator. During this period of time I have seen attempts made by the executive branch to eliminate the best program that this country has ever seen at the elementary and secondary education level. Through the efforts of parents, state, and local authorities, and an enlightened Congress, the program has survived. Once again, we are rallying to save our program. Efforts must be directed toward not only reauthorizing Chapter 1 without major changes, but also toward increasing the actual allocation for the program.

I urge in the reauthorization that Congress leave the basic legislative structure of Chapter 1 as it is currently authorized. Efforts should be made to strengthen local priorities in selecting students and designing effective programs. This can be accomplished by prohibiting states from establishing guidelines not specifically required by statute. Any additional changes in attempts to target funds could possibly damage the success of Chapter 1 in Rhode Island. Efforts to target funds usually mean more regulations.

If Congress wishes to target, such as pre-school programs, secondary level programs, and/or adult literacy, it should consider an additional allocation with the appropriate authorization. The additional allocation should be made, as well as an increased allocation needed to meet the needs of all Chapter 1.

Senator PELL. If I could interrupt for a moment, I want to thank the young people and congratulate them on their quietness in listening to what is the not always stimulating discussion of their elders. I want to congratulate everyone.

Mr. LEONARD. Chapter 1 programs are successful for a variety of reasons, but the greatest reason is that local school systems currently assess the needs of their students and develop programs to meet those needs. This process is successful and has been recognized through national validation of programs such as the Newport and Cranston and project I-Pass found here in Pawtucket. The Federal Government has not specified the need, but has targeted funds to specific attendance areas. This procedure has been successful and should be continued.

The school systems in Rhode Island provided Chapter 1 services to approximately 12,000 students during the '85/'86 school year. The majority of those students were in grades 1 through 8. Remedial assistance was provided to nearly 10,000 students in reading, math and an additional 1,000 students were involved in language programs during that period. Gains of nearly 7 NCE's in language arts and about 7 NCE's in math have been reported. Rand Corporation, when it developed the NCE, stated that if there was a gain of 7 NCE's. It was considered educationally significant. This should prove that the programs are successful at the local level, but we are unable to service all the children currently in need.

Data reported in the 1985/86 Rhode Island State Assessment Program demonstrates that in general the Rhode Island students are doing better than the national average. I would like to think that Chapter 1 programs in Rhode Island contribute to this success. Yet, we know there are many students still out there in need of assistance.

The same report can be used to demonstrate that the cities with lower per capita and higher numbers of minorities did not fair as well as the rest of the state on the MAT. The current allocation formula involves an income factor which concentrates funds in the communities with the highest numbers of low income students. Rural communities such as Richmond, Hopkinton and even New Shoreham have children in need who are serviced under the current formula.

One reason this program has had strong local support is that all school systems receive an allocation. To maintain current levels of service funding, levels need to be increased by at least 4.3 percent. That only maintains current programs. Funding must be increased if Chapter 1 is to reach a goal of servicing at least 50 percent of all eligible students. But, I do not agree with the funding efforts during recent years, the total federal budget authority increased by 189 percent using 1981 as a base, yet, federal support for elementary and secondary education experienced accumulative growth equal to about one 15th of that rate.

We, as a nation, must and will be held accountable for the education of our youth in the future. In an effort to remain competitive, we need to meet the educational needs of all of our children, not 50 percent of the children in need.

Chapter 2 needs to allow LEA's to select which needs are to be addressed. If the reauthorization of Chapter 2 can alleviate some regulations through the use of umbrella categories, it is acceptable, provided the LEA maintains the ability to assess its own needs and address those needs under the categories. The need to increase allocations remains strong as school districts are hard pressed in their efforts to improve curriculum and to provide adequate media resources.

I would like to comment on a couple of other things. I would like to stress the point of regulations. If you keep adding regulations, we are going to burden the individual programs and detract from the instructional program that we have now in terms of Chapter 1. As a school committee association representative, I will state that the school committee association is opposed to vouchers.

[Prepared statement of Mr. Leonard follows:]

ADDITIONAL COMMENT REGARDING EXTENDING THE SCHOOL YEAR

GERRY W. LEONARD, RIASC

After considering options for the possible extention of the school year and possible benefits which may be gained I would like to suggest an option which would add approximately 20 days to the school year.

Superintendent Sweeney's testimony regarding days lost due to absenteeism, exams, and special programs equaling approximately 20 days of effective instructional time is quite valid. If a method could be found on a statewide basis to add 20 days to the current school year we may be able to achieve a goal of 180 days of instruction. I believe that this goal is attainable.

Currently most school systems operate on a school calendar which was established for an economy based on the need to raise produce during the summer. This calendar closes schools for 10-12 weeks each summer. Current arguments to maintain this schedule are based on the need to provide climate control in the classrooms, the need to give children a chance to relax over an extended vacation period, a concern for work on summer jobs, and a parental concern regarding vacation time with families.

School systems in RI also offer vacations during the school year in December, February, and April. These breaks are usually for a period of 1-2 weeks. The school year breaks offer children a chance to catch-up on overdue assignments, to vacation with their families, and to come back "fresh". My experience as a parent and educator has been that the 1-2 week breaks are a bit brief and that the 10-12 week break is much too long. Ask a student about the first week of August and, at the elementary level he/she may say that he/she cannot wait for school to start again.

Consideration should be given to a calendar which schedules school on a year round basis to provide approximately 200 days of school instructional opportunities. The following is offered as an example:

A 10 week school session beginning on the second week in January.

A 3 week break beginning on the third full week in March.

A 10 week school session beginning on the second full week in April.

A 3 week break beginning on the third full week in June.

A 10 week school session beginning on the second full week in July.

A 3 week break beginning on the third full week in

September.

A 10 week school session beginning on the second full week in October.

A 3 week break beginning on the third full week of December.

A calendar based on 4 ten week sessions each to be followed by a three week break provides a 52 week schedule. The implementation of such a calendar would require that you maintain the integrity of the ten week sessions followed by three week breaks. All state and national holidays would be celebrated when they occur without any attempt to adjust the days in school. School calendars would begin to resemble the calendar found in the industrial based economy of our nation. We would also be offering approximately 200 days of school, providing opportunities for families to have holiday breaks in the continental sense, using our facilities on a year round basis, and possibly raising the educational level attained by our population. Using such a calendar for a student's 12 years of school would provide approximately 1 and 1/2 additional years of instruction based on our traditional school year.

The State of Rhode Island would make the perfect location to pilot such a proposal. What problems must be considered?

1 Teacher contracts

2 Building climate control

3 A need to educate the general public, the business community, and parents

4 The funds needed to attempt answering the above concerns

If such a proposal is to be considered I believe that the federal government will need to provide a major financial thrust to a pilot state. This proposal does warrant consideration by the political and educational structure in the State of Rhode Island.

The above is offered as testimony to the US Senate Subcommittee on Education, Arts, and Humanities of the COMMITTEE ON LABOR AND HUMAN RESOURCES hearing held in Pawtucket, RI on May 26, 1987 by Gerry W. Leonard, Principal, North Scituate Elementary School and representing the Rhode Island Association of School Committees.

A copy of this testimony has been forwarded to the Rhode Island Public Expenditure Council.

Gerry W. Leonard

Gerry W. Leonard

Senator PELL. Thank you very much indeed. I would completely agree with Ed McElroy when he says that education should be outside of party politics. I think on the federal level that is true, in that—we, Pell and Stafford as chairmen, depending on which party is in power, have had a close working relationship for 12, 15 years now so that bipartisanship works that way on the national level as well. I would also reassure Mr. McElroy and Mr. Sweeney that we have a $50 million drop-out bill that will be reported out by the full committee within the coming weeks, and will be included as part of the education component of the trade legislation. The new buzz word is competitiveness and the trade bill, and we are trying to include as much education legislation as we can as part of a trade strategy, and the drop out bill would be one of those.

Sister Andre, you said you had about 19,000 students in Rhode Island. How many students would there be in private schools, not Catholic schools?

Sister ANDRE GRAY. About 110 total private schools including Catholic in the state, so I would say about 40, and an increasing amount of private school I do not know to what extent they participate in Chapter 1. I think many of them don't take advantage of it.

Senator PELL. Also, they would not be effected by the Aguilar/Felton legislation unless they are church related schools?

Sister ANDRE GRAY. That's right.

Senator PELL. One of the things that has disturbed me a little bit in the context of competitiveness is the length of the school year. For example, I have jotted down the number of school days in other countries: in the Soviet Union there are 210 days; West Germany, 180; Japan, 195; East Germany, 210; Sweden, 200; Canada, 200; Thailand, 220; and the United States, just 180. What would be your reaction from the viewpoint of improving education to increasing the school year? I would be very interested in each one of your thoughts on that.

Mr. MCELROY. On that issue alone, Senator, I have mixed feelings about it. I had the opportunity a few years ago to visit Japan, and while they do have a longer school year, they have a school year that is set up differently, and I think that there are an awful lot of things that can be done to make improvements short of going to the longer school year.

If you are going to take the disadvantaged at-risk kids and add 20 or 30 days on, I think what you have added is 20 or 30 days on of much the same. I think that certainly studies show that time on task is a very key ingredient to the success of the average child in school. So, I think that before we begin adding days to the school year, we should make an honest assessment of precisely what we do with the time that is presently available to us. It seems to us that in the past few years, most especially in the last 15 years, there have been many appendages put on the school curriculum. Because of societal pressures from the outside schools add to their curriculum because they are the only institution or agency willing to take on extra responsibility and as a result of doing that, time on task for things like reading and mathematics and social sciences and communication skills has been squeezed. I think that before we start adding days on, we should at least make a truly honest assessment of precisely what we do with the time that is presently available.

Senator PELL. I agree with you that the school has received a large burden of societal pressure to address many areas outside of academics.

Mr. PRESS. Senator, I believe four bills were introduced either to extend the school year by—in fact, one bill just added five days a year for four or five years until we got to 200. We are both talking about the same situation. To take a school situation and add 10 or 15 or 20 days and not improve the working conditions and the working relationship between the teacher and the student, may in fact not help the problem at all—antiquated textbooks, not having enough computers in the school system, having overloaded classes, having a situation in which you have mainstream students put in with the classroom, and they are inappropriately placed. With those types of problems, to just add another four or five days a year or to add an hour a day when the situation is not improved, most likely will not help. We would then be statistically on a par with some of the other countries but I don't think the educational systems and the working relationships between a student and a teacher, that relationship that must go on, that one-to-one time-on-task.

We still need to look at those students at risk. I think a lot of the programs deal with if you have very large numbers of students in the early grades, those students tend to fall through the cracks. Their self-image starts to drop. We build in the potential of a large number of dropouts because we are not meeting the needs of the individual students.

RESPONSE TO SENATOR PELL'S QUESTION REGARDING EXTENDING THE SCHOOL YEAR

Mr. LEONARD. I have never really given it much thought, nor have I looked at comparisons to other countries in terms of what their educational programs are, but I do know in terms of trying to extend the school year, school committees have talked about the same thing. About efforts to extend the school year, I think most efforts break down to something called cost. What is the cost going to be to extend the school year in terms of dollars? When we make comparisons to other countries, I have no idea what the federal government supports in those other countries, or at what level, but I know in this country, the financial support is not that strong in terms of what comes into each local community in the effort to possibly extend the school year. What would our benefits be? Probably more time on task and maybe we could push the children a little further along the way. Maybe it would take care of some of the problems we may have for the other grades, such as the transition between kindergarten and first grade.

Mr. SWEENEY. I don't usually have a chance to agree with Mr. McFroy and Mr. Press. We are talking about 180 school days. If you figure your average attendance about 91 percent in the State of Rhode Island, you are really talking about 160 days of school that children attend, not 180 days. Because of the absentee rate, you are losing up to 20 days a year. If you then take the exam days at the end of the year, curriculum days, half days and the PTA who brings in the puppet show during the day 160 days is more accurate. That is all taking away from time-on-task, not that it is not valuable but it takes away from time-on-task. I do not personally support at the present time, extending the school year, but I do support making the time we have with the students more effective and being very circumspect on that time, and looking very carefully at what are the nondirect-teaching programs that take the students away from our main business, and that is their academic/basis skills educational program.

I also am very supportive of targeted programs which take a look at groups of specific students (i.e., at-risk, gifted/talented) and provide different kinds of programs for those students, not just the regular add-on-same program. But, if we can target and provide special programs for them during the summer, after school and vacation times which would deal with getting them up to gear, building them up so they can be competitive, I think would be much more effective than providing more than 180 days for all students.

Sister ANDRE GUAY. I think some of the comments that have been made are very practical. I particularly like some of Mr. Sweeney's. Maybe we are both Superintendents, we see things differently. I am not necessarily concerned about lengthening the school year. What I am concerned about is the erosion of the curriculum and because of the add-ons in terms of society pressure. I do agree that there needs to be more time spent on the basic skills, but I do think that in education today—and I could go on for hours on this, and I will try to limit my remarks—education today, we intend to aim our remarks toward the slow student. We don't know how to challenge the gifted the best way that we can, and the average get lost in the middle of all of this. And, so I do feel strongly that quality time is critical. I agree that summer programs, enrichment programs, perhaps a longer school day in some instances, might not be a bad idea, but the increase would be at least for us, a very prohibitive factor and I don't know what that would add up to, Senator, but I think we do need more educational time.

Senator PELL. Thank you. With regard to the Administrations proposed voucher system, Mr. McElroy, would be opposed; Mr. Press would be opposed; Mr. Leonard would be opposed; Mr. Sweeney, opposed; Sister Andre would be for. What have the schools in Rhode Island done to cope with the Felton Decision?

Sister ANDRE GUAY. In Providence, we only have 3 out of 16 schools that qualify for Chapter 1 services, and they have installed computers. They are connected to a main line in the Providence public school and therefore is prevented from using those instruments for anything other than what they were intended. Most of the other LEA's transport the children to and from the public school. That seems to be the general routine. There is only one that I know of that has education at a neutral site.

Senator PELL. What about this business of trailers? I heard many schools are using mobile vans.

Sister ANDRE GUAY. I don't think——

Mr. SWEENEY. The new fire building code regulation make trailers a very expensive proposition.

Senator PELL. I must say, I agree with the statement made earlier about the need for fewer regulations and the need not to keep changing them. When President Carter was first elected, he passed a requirement that every cabinet officer read every regulation his department put out, and that lasted a matter of a few weeks, and then they backed down and continued to turn them out. But, I thank all of you for the time that you have given. I realize it was taken a good deal of your time this morning, and all of your suggestions will be examined and taken into account by us, whether we agree or disagree. I am always looking for suggestions, and ways that the Federal Government can help. Compared with other countries, the Federal Government provides a smaller percentage of the total education budget. I think in general, education into is about eight percent of the total expenditures in this country. Eight percent is much smaller than other countries, so our eight percent should be used to have a real influence on policy, hopefully as much influence as the other 92 percent. Any thoughts that you have in that regard are gratefully received by the committee. The record will be left open for any follow-up statements.

Second panel, Mrs. Lela Coons, President of the Rhode Island PTA and Mr. Charles Golden, President of the Rhode Island Affiliate, National Association of Federal Education Program Administrators; Henry Cote, Chapter 1 Director of the Pawtucket School Department; Mrs. Elaine J. Ruggieri, Chapter 1 Director, Early Childhood Director of West Warwick School System; and Mr. Robert Scaffardi, Chairman of the English Department Cranston High, East.

[Recess.]

Senator PELL. The Committee will resume, and we will start out, I guess with Mrs. Coons, and I want to thank you, Mrs. Coons for your willingness to come to testify in Washington earlier. This hearing was postponed at the last minute and we just caught you, you know, before we got on the plane. Now, we have a chance to absorb your views here. Mrs. Coons is the President of the Rhode Island Congress PTA.

STATEMENT OF LELA COONS, PRESIDENT OF THE RHODE ISLAND PTA

Mrs. COONS. Thank you, Senator Pell, and I appreciate your catching me before we took off because as much as I like to be in Washington, I also like to be home. I am Lela Coons, President of the Rhode Island Congress of Parent Teachers Association, and a member of the National PTA Board of Directors.

The Rhode Island PTA comprises 14,000 members, and together with the National PTA, the total combined membership exceeds 6.1 million members in 25,000 school-affiliated local units in the United States and Europe. We are the nation's largest child advocacy organization. I say those things to support our points of view. We are only able to give official points of view when we have either passed resolutions or taken votes of the memberships. So, those opinions which I will give you today are substantiated by resolutions and legislative points of view, either as the state organization or the national PTA.

We commend you for your support, Senator Pell, of education, and we look at you also as a friend of education and are proud to say that we are from Rhode Island because the minute we say that from throughout the United States, recognizes that they too have a friend in you in education.

We believe that Chapter 1 is one of the most successful and intricate of the federally funded education programs, and must be reauthorized. America is losing some of its children along the educational path. Within the next several years, one out of every four children will come from economically disadvantaged families. In many cases, these children are the most educationally underserved, and their parents are the most politically underrepresented in the educational decision-making process. These are often children and families for whom the reform movement has either overlooked or has not worked. There is growing evidence from a line of recent studies that suggest many of our children, especially the most vulnerable in terms of wealth, residence, color, language and culture, do not have access to high levels of educational excellence that other children may have. These are children who are the most difficult to educate, who require more attention, who require more intense instruction and smaller class size.

At-risk children are prone to educational deficits which are reflected in many ways: The dropout problem has reached epidemic proportions, with rates in some school districts exceeding fifty percent; Chronic truancy has become commonplace for many children; Grade repetition without students mastering the material that is expected of other children; Achievement gaps between white and black students, while narrowing, remains unacceptable "wide"; Increased educational standards without commensurate specialized instructional assistance for those children who are falling behind.

As successful as the Chapter 1 program is, it is not in its "second inning", and we feel that we must pay some careful attention to some things. First of all, we believe that Chapter 1 is under funded. As the erosion has come throughout the years with the restraints on the national budget, less and less money has been given to Chapter 1 and when—as this has happened. We feel that Chapter 1 has suffered, and so we believe—I am going to come to our points—we believe that we must do this. We must have funding to meet the needs of at least 50 percent of the eligible Chapter 1 children be authorized for fiscal year 1988 and incremental increases to be authorized thereafter to cover the cost of all remaining eligible Chapter 1 students; additional funding targeted specifically to preschool and at-risk secondary school students; additional money should be provided to school districts with high concentration of poor students in both rural and urban area and consideration of revenue enhancement and additional taxes sufficient to begin extending comprehensive Chapter 1 services to those children, eligible but not covered due to inadequate funds. We feel that in addition to more funding, that the position that under-funding—so it should not only be reauthorized, but with increased funding, we believe that schools have to reexamine some of the policies related to parental involvement and have better and more positive home related relationships. Funding is one of our points.

The second point is that we believe that there should be some encouragement and it would probably have to be mandated that would encourage school districts to not make their meeting with parents become the minimal that it has in some bases, which is a once a year meeting with Chapter 1 parents. We think that schools have to recognize that citizens own the schools and consequently have the right to be involved and shape its policies. So, we believe that specific requirements related to such involvement have to be added to the current law.

We also think that what happens is, in essence has been happening, there have been parent groups who are called and they are literally rubber stamping. There is not—in some cases, a follow-up to see whether or not the goals for the year have been met, and we believe that these are the kinds of objectives we would like to have listed pursuant to the objectives of having parental involvement. We would like the schools to inform every parent of a participating child of the programs under Chapter 1, of the reasons for participation by his or her child in such programs, and of the specific instructional objectives and methods for his or her child. We would like the schools to help train every parent, to the maximum extent practicable, to work with his or her child in the home to attain the instructional objectives of programs under this chapter; and to understand the program requirements of Chapter 1, to monitor student progress and evaluate a program's effectiveness, and to train parents and teachers on how to build a strong partnership between home and school.

We would like the schools to consult and communicate with parents, on an ongoing basis, concerning the manner in which the school and parents can better work together to achieve the program's objectives and to give parents a feeling of partnership in the education of their children.

Them we would like to provide a comprehensive range of opportunities for parents to advise on basic decisions about all aspects of how the program should be designed and run.

To do this, the schools would have to have written policies which would be read to the parents and maybe even made up with the parents' involvement, and certainly approved by the parents; and at the beginning of the school year, the parents would be called into the school and this—the plan for the year would be discussed and they would together make up the program goals, parent involvement policies, and responsibility of the parents. We would like the parents to have the encouragement of organizing themselves, where maybe with the help of an existing organization such as the PTA or advisory council or on-site councils to organize themselves into a group so that they would meet by themselves and be able to talk freely with themselves.

In addition, continue the required parent/teacher conferences so that every parent will discuss with the teacher his child's progress and the placement within the program. We would like an annual assessment of parent needs, including the ways parents wish to be involved. We would like communications with parent training, home and school instructional coordination, an in some cases, we would like to have parents and teacher training especially when there are activities with which the parents could help in the schools.

We would like parents to be used as tutors, volunteers, and aids within the classrooms that their children are housed. We would like a designation of staff member, both at the state and district levels with sufficient time, resources, and authority to support, to oversee the parents group and to help involve the parent with the school. Of course, there has to be set aside adequate funding to implement a parental involvement program.

Communication with limited English proficiency parents should be in a form and language they understand. Clearly, in some districts, meaningful parental involvement occurs already. In many more, we feel that insufficient attention has been given to parental involvement compared to other components of the program. In those districts, this new parental role cannot be assumed without careful planning, training and evaluation. Results will be incremental and will not happen without special efforts, funding or commitment.

There is evidence that when a board of education, in concert with principals and teachers and parents, work together with a meaningful program, Chapter 1 parents do indeed respond. It will not happen, however, on a nationwide or even on a statewide basis without clearly defined federal mandates.

We believe further that the program should have a quality evaluation, and that this is imperative. Today, more than ever, before a child's education determines his or her ability to succeed in the work world and to succeed as a citizen and to succeed in making contributions to society. The Rhode Island PTA believes that for Chapter 1 to maintain its level of political support, to continue its important educational contribution affecting student achievement, skill-building, and higher order thinking skills, and to continue its goal of narrowing the test scores between Chapter 1 students and non-Chapter 1 students, we believe this reauthorization process must pay special attention to enhancing excellence while maintaining the equal access mechanisms. There is a shared role to play for the local, state and federal levels of government, and they are these: Each local educational agency participating in the program should set forth a plan for program quality as a part of its Chapter 1 application, which delineates in clear terms how it proposes to overcome the educational efficiencies of the children served; The goal of Chapter 1 should be to enable students to succeed in the mainstream educational program—that is, to master the same skills and concept expected of all children at their particular grade level in the school system. Chapter 1 should not be a program which tracks students toward unequal educational achievement or establishes and then ratifies lesser expectations for educationally disadvantaged children. The local plan should set forth such goals, developed by parents and the school in an annual assessment to identify those children who are not achieving the mainstream goals; show that the students most in need of assistance have been selected to participate in the program; and demonstrate that the educational strategies, deployment of resources, staff training and assignment of responsibilities are adequate to accomplish the goals established for all participation children.

There must also be an evaluation, a yearly evaluation by the local unit in connection with the parents as to whether or not they are meeting their goals. This assessment should examine the goals, the procedures used and whether or not the student is meeting the goals that was intended in the beginning. If this should happen every year, if after two years the system, the school district, the parents decide that they are not meeting the goals; then we think at this point the state should step in because we think that a third year should not be allowed to continue without progress being made. And, that someone has to step in and even though we do not favor that, the state should have—that we believe that the LEA should have the right to make their rules. We think there has to be somewhere that parents and that the school districts can go to be sure that this is working. Otherwise, we are afraid that it may go on as it has been going on. I am going to skip some of my testimony.

Senator PELL. I will tell you the whole statement can be inserted as if read.

Mrs. COONS. Yes. We would like the State to also provide technical assistance to local school districts in strategies and techniques for effective and comprehensive parent involvement; so we would like some guidelines and encouragement from the state to be able to do this—which would also probably mean that there would have to be a person for whose task this would be assigned employment.

We are opposed, and I have a brochure that is just hot off our presses, to any kind of a voucher system; whether it be tuition tax credit, whether it be a certification to in any way use public monies for private school assistance. This is a position that the PTA has held for a long time. When we look at Chapter 2 funding, we believe that it should be reauthorized.

We find it very difficult to assess its success. This is not in one sense surprising because the strings that are attached to the block grants make it difficult to assess it, and we would recommend that there be more strings attached to the block grants for Chapter 2 funding, again, recognizing that we support—we do not agree with the voucher system, a certification or any other new name that might come up to stand for this same kind of an idea, but we do believe that Chapter 2 funds have to have more direction as to how they are to be spent.

Senator PELL. Thank you very much indeed.

Mr. Golden, if you have prepared statements, we would like to have copies of them.

STATEMENT OF CHARLES GOLDEN, PRESIDENT OF THE RHODE ISLAND AFFILIATED, NATIONAL ASSOCIATION OF FEDERAL PROGRAM ADMINISTRATORS

Mr. GOLDEN. Thank you for inviting me this morning, Senator. I appear here as the President of the Rhode Island Affiliate of the National Association of Federal Education Program Administrators. This is the capacity in which I am here.

Compensatory education programs in Rhode Island appointed under Chapter 1 of EICA, provides a variety of special programs and services to approximately 13,000 disadvantaged children in all

40 school districts. These services are provided mainly in the academic areas of reading, mathematics, and some other instructional and support services.

There are approximately 134,000 students enrolled in Rhode Island schools. Since approximately 13,000 are served with Chapter 1 funds, it appears that 10 percent of the state student population benefit from this funding. It should be noted that approximately 80 percent of the students served are in grades 7 and below. The latest statistics available show that the greatest concentration of students is in grade 2 and that the number of students served in the following grades decreases. I feel that this statistic alone proves the worth of the program.

Statistics representing students served in Rhode Island calculated on racial and ethnic basis indicate that 21 percent of the students served are Asian or Pacific Islanders, Black and Hispanic. The ratio of these students as compared to the overall population of this group enrolled in Rhode Island schools (11 percent), again points up the need for continuation of this funding in order to provide this service to this group of students.

Although Chapter 1 funds are used in several ways, the programs involving reading and mathematics are the easiest to judge, as to their success.

In reading: A common means to measure gains made by students is the Normal Curve Equivalent, NCE. Please note that a gain of 7 NCE points has been established nationally as an educationally significant gain. Gains nationally ranged from 6.9 in grade 2 to 2.6 in grade 12. In Rhode Island, the range showed gain of 12.6 in grade 2 and 8.3 in grade 12. These results are quite encouraging and indicate that Rhode Island gains exceed the national averages at every grade level.

In mathematics: Chapter 1 funds are not used by all communities in Rhode Island for mathematic instruction. The main reason for this is, funds allocated are used to meet the most pressing needs as determined by the individual school community. Again, an improvement of 7 NCE points indicates a significant educational gain. In comparing Rhode Island gains to the national gains, one would note that the national gain for grade 2 was 8.5 while Rhode Island was 18.0. The range as calculated for grade 8 showed a national gain of 4.2 while Rhode Island's gain for grade 8 was 11.3.

In conclusion, I feel that it is important to note that 98.42 percent of the funds allocated to the local education agencies was spent during that budget year on programs. The money was put where it was supposed to be. When it was supposed to be. The two main programs mentioned here having shown significant progress is testimony that this was money well spent and not to reauthorize these funds would be an injustice to the students who are very much in need of these programs. Thank you, Senator.

Senator PELL. Thank you, Mr. Golden.

The next three witnesses are representatives of the schools that received the outstanding recognition from the Secretary of Education, so I congratulate each one of you. We owe a very great debt to Mr. Cote because he worked very hard to help us hold this hearing at the Jenkins school and we thank you very much indeed for all the work you did, Mr. Cote, setting up this hearing.

STATEMENT OF HENRY COTE, CHAPTER 1 DIRECTOR OF THE PAWTUCKET SCHOOL DEPARTMENT

Mr. COTE. Thank you, sir. Thank you for the invitation. I will try to be brief. Although, I do have an 18 page poem in praise of Chapter 1 do you want me to read it?

Senator PELL. I would add in that regard, the record will be kept open. If anybody wants to submit an 18 page statement, they are welcome.

Mr. COTE. Our program that I am here to discuss is called Alternate Learning Program through home activities, and we—years ago, we talked many, many times in the schools and in the homes and everywhere else about environment having a lot to do with the children's learning habits, and we decided we don't do anything about that. So, we better deal with children. However, in the mid '70's concentration money became available and it gave Pawtucket an opportunity to do a preschool program for the first time, and we determined that we had to go looking for research. We looked at Harvard University. Dr. White was in charge of preschool school up there, and he gave us quite a background. He believed that learning habits of children may be irreversibly fixed before schooling starts. At one point he said at sometime, if the child did not have proper learning habits—we took a look at what we could do in the program. We looked for a constant that was in every home and the one thing that the people came up with was that toys were everywhere. So, we devised a program which was based on the creative use of toys. We used teacher aids. We brought them into the homes. We allowed for visits. We made one rule, and one rule only, that during all sessions the parent or guardian must be present. That rule was observed but it also limited the number of people we could get into the program because of working mothers and fathers. However, we structured the sessions very carefully. We developed a training program. We started the program 12 years ago. But we were also measuring success against our own standards, so about five years ago we decided to do a longitudinal study and we had the study done by the Center for Evaluation and Research at Rhode Island College. I won't bore you with the technical details. I will tell you this. We followed these kids right up to the fourth grade and found that 75 percent of the children were achieving at the A and B level. Only 8 percent had ever been retained in grade, and of that number, only 10 percent of them have ever gone to special education or Chapter 1. According to the evaluators, this was especially significant in light of the fact that these children were selected based on the fact that they were the most likely to have trouble in school.

We gathered siblings of underachievers and we tested the kids who had little brothers and sisters out there. The program has been extremely successful. It has been nominated as a distinguished program.

I would like to make some general comments now that I have given you some idea of the programs. It was a concentration grant that got the thing going, and the second thing is that if we had more money, you know, in Chapter 1, we would place a greater emphasis on preschool program. I would ask the subcommittee to remember that in Chapter 1 regulations section 556D gives us discretion to use money for preschool now. I doubt very much that there are a lot of preschool programs across the United States. I would urge that the preschool component, if it is under reauthorization, be made a separate component within the structure of the entire program. I have probably about one more recommendation if we had more funding, I would like to go into a half-day in-school model. In other words, we are dealing strictly in the homes right now based on the fact that we feel the child is more comfortable. But, I would like to bring them into school for a half-a-day. I would also suggest something else—but it may not be germane to this hearing. We in Pawtucket have a particular problem because of the large number of non-English speaking children who are in this city and more coming every day. Naturally, any preschool project in part, becomes a bilingual problem, and I know that there is no prevailing wind—I hope, but there is a wind through Washington right now which is asking for a lot of alternative programs getting away from the bilingual aspects of the program, and in the future I would hope that there would be resistance to the fact that you know, anybody thinks we can bring a kid into this country and teach him English and have him learning Algebra. At the same time.

One statement, I wonder how straight their thinking is, and I would like to remind everyone of them, that even native English speakers often have trouble mastering guadratic equations. Whether it be under the bilingual format or some other format, that some provisions be made for distinguishing between bilingual children or LEP children and regular English-speaking children on more definitive guidelines that we have at the moment.

Senator Pell. Thank you very much, Mr. Cote, for your testimony and all your help.

Ms. Ruggieri, I remember your son was one of my now 1500 young people going through my office's intern program in the last 12 years. In fact, I am actually getting into the second generation. Welcome to the committee.

STATEMENT OF ELAINE J. RUGGIERI, CHAPTER 1 DIRECTOR, EARLY CHILDHOOD DIRECTOR OF WEST WARWICK SCHOOL SYSTEM

Mrs. Ruggieri. Thank you for the opportunity to share with you today. I am Elaine J. Ruggieri from the West Warwick School Department. I have been involved with Chapter 1 programs since 1972: first as a reading specialist, then as a supervisor, and finally as director. Early on in my experience as a reading specialist, I learned two facts: As a remedial reading specialist, I was only as good as what was happening in the regular classroom. Let me explain that. I could have an excellent remedial program. I could be a phenomenal teacher, but the achievement that I gained for those students was only as good as the quality of the regular program that was happening in the regular classroom.

Second, the earlier in the student's educational career that I was able to service him or her, the better the chance that I would remediate a reading problem. These two factors provided the philosophy upon which the West Warwick Chapter 1 kindergarten and transition-one programs were founded.

Perhaps it was by accident, but I would rather think that it was the foresight of my Superintendent, Mr. Thomas Sweeney, that I was selected four years ago to become Director of Chapter 1 and Director of the Early Childhood program. Now that is coordination beyond question. I now had the opportunity to create our early intervention Chapter 1 program while implementing changes to improve the quality of education in the regular early childhood programs. Chapter 1 staff became the catalyst to assist in implementing these changes.

The two most outstanding qualities of the combined early childhood and early intervention Chapter 1 program in West Warwick are: developmental placement for all students—what I mean by that is we have to find out, up front, what is the readiness level of the child that is coming to us and then provide a program that matches that readiness level. You could have excellent education going on, but if you are teaching at one level and the child is at another level, that excellent education is wasted. Number two, individual instruction—I don't mean necessarily meeting one on one with a child, but small enough groups so that you are meeting the individual needs of the children.

Furthermore, the Chapter 1 program moved into the regular classroom with regular classroom teachers and Chapter 1 teachers working together to meet the needs of the students. The results of our endeavor proved impressive last year with an average NCE score gain of 15 points in the kindergarten classes and 30 points in the transition-one class. Obviously, Senator Pell, I urge you to support the reauthorization of Chapter 1 funding so that we can continue these efforts.

It has been documented so often that poor students come to school with a severe disadvantage for learning. I know this, you know this, but we must convince everyone. I would like to give you a poignant example of how this shows up. Last year, we had to create a second transition-one class in the West Warwick School system. On paper these children looked exactly alike. They were in the lower percentile in their reading achievement testing scores, and they had not mastered all of the kindergarten skills. They were not ready for our traditional first grade program. We split them in two and the difference between those two classes was one very significant difference. In one transition-one class the population came from our two non-Chapter 1 elementary schools. In the other transition-one class, that population came from our Chapter 1 school. On paper they looked alike. Now, let me tell you what real life tells us. The first class, the one feeding to the non-Chapter 1 schools had 18 children in September. They still have 18 and they are the same children. Those children came and stayed. At Open House night, every parent came. A couple of the parents have volunteered to do tutoring in that classroom.

Conversely, the other transition-one class started with 18 students. We still have 18 students, but several of them are new. One student has come and gone and come and gone and come again, and we were supposed to do something educationally with this child. Moreover, no parent has volunteered, partly because some may be working, partly because of the type of population which is in that class. At Open House, as I mentioned, every parent came to the non-chapter I class but only one parent came to the Chapter 1 class. Eighty percent of the students in this Chapter 1 transition room have free lunch. They are our poor, disadvantaged students. They are our inner-city hard core cases.

Senator Pell, not only do I urge you to have Congress reauthorize Chapter 1, but I urge you to increase funding in order that school districts can begin to implement preschool programs for disadvantaged 4-year-olds and in order that we can add additional "outreach" staff to bridge the gap between schools and the homes of disadvantaged students.

Until America can find a better way of helping poor people, in my opinion, the only hope these children have is to be successful in school, and this costs money. Some people might say that I sound like a Democrat--so be it, but I would prefer to think of myself as an educator who also happens to be a humanitarian. Thank you very much.

Senator PELL. Thank you very much.

Mr. SCAFFARDI. I would add that Mr. Evans and Ms. Young told me about their vistit to your class room and your warm welcome. Thank you also for the Pandas Pantry and the nice contribution. I sampled the pastry.

STATEMENT OF ROBERT SCAFFARDI, CHAIRMAN OF THE ENGLISH DEPARTMENT, CRANSTON HIGH, EAST

Mr. SCAFFARDI. I don't have a prepared text. Rather, I would like to make a few brief remarks on our project as it exists, and a little bit of how it developed, and where we are now, and how Chapter 1 fuses into our project. Project CLASS stands for Classic Literature for All Secondary Students.

Approximately three to four years ago we sat down and were examining our two essential needs for the English Department and the Reading Department as they exist within our high school. As an English Department Chair, I am speaking for members of my department. We have a need to teach good, solid literature in all our classes, not simply our advanced ones. And the reading teacher's needs essentially are to get reading skills across to students. (In this case, all project CLASS students.) CLASS has been the answer and continues to be the answer fusing both of those needs together into one integrated project.

I would like to read the three purposes for the project as it exists. One, to improve student performance in the areas of reading and writing; two to assist in writing through the use of word processing and relating language arts software; and three, to motivate students to work, and implicit within that is to increase self esteem.

As the project developed we began focusing on one piece of classic literature (Shakespeare) and we began very slowly in one Chapter 1 class, a Junior class at the time. Since then, it has blossomed to grade 10. As it is now, we have approximately six teachers teaching the program who have been in-serviced in our techniques. The program is administrated by myself as the English Department Chair and Mrs. Virginia Passonelli, who is the Chapter 1 teacher, and the two of us work very closely with both of our sets of objectives and continue to evaluate what we do and what is done by the staff.

My instructional comments—I am presently teaching the Senior Project CLASS section myself, so most of my remarks will be remarks that will be rather practical, that come directly from classroom instruction. When you say language arts skills much is implied. All facets of these skills are stressed in this program. We are finding that we do have our established English program, but essentially we should also be looking at our program from the reading standpoint. What have we been demanding from these students in their years with us? We realize we feel we have been demanding, but we have not been as demanding in past instruction in reading as we could have been. Therefore, the program has as one of its objectives to be demanding and caring in providing these support services (in reading). In the classroom—we have the Chapter 1 teacher working directly in the room with the teacher. I want to stress that this is not a pull-out program. I think very often in Chapter 1 we consider Chapter 1 or any of the reading services to be a service that the child may get outside of the classroom. I think it is highly important that the learning and integration of the skills and literature go on within the confines of the classroom. Our reading teacher works directly with the classroom teacher in many capacities. One may be a learn-teaching approach. One may be in a consultation approach. Another would be dividing up the class into separate units or groupings, but we insist that both the teacher and the Chapter 1 person be within the room at the same time, really, for the best instruction. So, as an in-class project that has been going on for approximately three to four years, we continue to expand our Chapter 1 classes with this approach.

—(In my earlier remark about being demanding)—we are insisting that speaking skills, listening skills, writing skills, reading skills be mandated, and we are finding that the more we do challenge these Chapter 1 students at the high school level, the more they are responding, and it is not a case of just coming in and saying here is 10 pages of "Hamlet", read it. We are asking them to look at material that is of literary worth and in a way that they can understand it. I think that is what makes this program successful, and interesting, we insist that they be there and that they do learn in a structured way.

I think we have shown progress in four years; students have come back to tell us how much they do learn. Now, one of my remarks—and many of my colleagues concur—about Chapter 1 funding and so forth. I think it is essential when we look at Chapter 1 funds used at the senior high school level, we consider the culmination, what we have been doing from kindergarten and especially up to grade 12. I think we need to focus on the higher grades because these reading skills translate into life skills and I think that it is essential that we fund that area, particularly speaking from an English teacher's point of view-because these students get an awful lot out of school in the higher grader. They have had the skills for such a long time that they are now looking at English in the context of good literature and they realize that even though it might be "Hamlet", there is something valuable within that piece of literature.

One of the students we had in the program last year came back to visit and he said to me "you were always going on about good note-taking, and I really never thought I would use it". This person now works for a dealership, and this dealership sent him to a technical school for advanced training. He came back to say how valuable our program was and, without it, he would never have been able to be organized enough to take notes. That really symbolized an awful lot for us to hear from the students themselves.

Just going on, for materials. Chapter 1 materials in this program have provided us with supplementary texts used with our existing over in English. I would like to bring up the fact that we have one VCR that is in constant use, and above all, I would say our four Apple computers that were bought with Chapter 1 funds are extremely useful. It has amazed us what our teachers have done with word processing for the students who have a difficult time writing. They are using it before school and after school, and for a lot of their assignments. We are very, very pleased with the amount of materials that Chapter 1 has provided us. We find it to be of incredible good use. I want to finish up. I won't go on too long.

I think without the smaller classes—and I think without the Chapter 1 help, it would be very difficult to have these students have a positive view of literature and I think that without the Chapter 1 computers materials these students would not have access to computers at all. If they were not in these classes, they would not normally have access to these things above and beyond what they have in the regular classroom. I would like to stress how important Chapter 1 funding would be for the Senior High. I would urge you to increase funding at that level, and wish to thank you for your support of Chapter 1 education in general all these years.

Senator PELL. Thank you very much indeed, Mr. Scaffardi.

We are very fortunate because the Department of Education has sent Miss Doris Dickson up here to see how we operate in Rhode Island and what our interests are in Rhode Island. Does she have anything that she would like to say?

STATEMENT OF DORIS DIXON, DEPARTMENT OF EDUCATION

Ms. DIXON. It has been a good hearing, and I enjoyed listening, and I will take all of your recommendations particular for vouchers back with me.

Senator PELL. We are very glad Ms. Dixon is here. On your point on bilingual education, the bill emerging from the Congress is more or less along the line of the three-year cap, which I think is more than adequate. In addition, no more than 75 percent of the funds may be used for alternate methods of instruction—another way, only 25 percent can be used for new methods. Twenty percent of our kids are minorities or Asians in Providence. I believe it is about 50 percent, and in Pawtucket I am not sure what it would be.

Mr. COTE. We have another immigration.

Mr. GOLDEN. I think the State overall——

Senator PELL. In Providence it is about 50 percent. To you three who did such a good job, what do you think is the best way other school districts could learn from you in producing excellent programs. I will ask each one of you.

Mr. COTE. Actually, Rhode Island being a small state, we have established a rather excellent network here, setting at this table we have disseminate the Cranston Computer Math Program and they have sent us their class program and of ourselves, the NDN network I consider to be the model for the whole United States. I think Chapter 1 and all of the other chapters can learn an awful lot of that, people.

Mrs. RUGGIELLI. I was surprised that his program was in in-class model. For some years, Chapter 1 was a pull out. It is only as good as what is happen in the regular classroom. Well, West Warwick has made an attempt this coming year to have every. one of our Chapter 1 programs an in-class model with Chapter 1 teacher working directly in the regular classroom with the regular classroom teacher. The time-on-task that evolves from that coordination is phenomenal, and you have to go up, you have to do better.

Mr. SCAFFARDI. Communications. Many of us know each other. I think that to disseminate good ideas, particularly in Rhode Island since we are very close to each other, I think things such as on-site visits and having people meet each other speaking from the classroom teacher's point of view, it is very easy to become isolated within our own room or school. I think a little bit of mobility and see operating would be tremendously helpful and I think members of my staff that have been able to visit and discuss things with other schools, I think you would find it very helpful for school systems that may feel they need ideas.

Senator PELL. Thank you. I completely agree with Mrs. Coons about the importance of good programs to involve parents and you can see how that has come up in other testimony as well, and we will look over your suggestions to the best of our abilities. Thank you, Mr. Golden, thank all of you for giving up the time you have to be with us here. Particularly, I want to thank Mr. Cote for his kind work. The record will stay open for any additional statements that you may wish to have inserted and they will be printed in full in the record. Without further ado, this hearing is adjourned.

[Whereupon, at 11:47 a.m., the committee adjourned at the call of the Chair.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

TUESDAY, MAY 26, 1987

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES
Honolulu, HI.

The subcommittee met, pursuant to notice, at 2:30 p.m., in the Aha Kanawai Room, in Honolulu, HI, Federal Building Courthouse, Senator Spark M. Matsunaga presiding.

Present: Senator Matsunaga.

Also present: Representativies Akaka and Saiki.

OPENING STATEMENT OF SENATOR MATSUNAGA

Senator MATSUNAGA. The Subcommittee on Education, Arts and Humanities of the United States Senate Labor and Human Resources Committee will come to order.

Good afternoon, ladies and gentlemen.

As Acting Chairman, I am pleased to invite my esteemed colleagues from the House, Congressman Akaka and Congresswoman Saiki, to join the committee as temporary members, and we would be happy to hear from you this afternoon. I extend a warm aloha to you all and want you to know that I very much appreciate your being here.

Your commitment to the education of Hawaii's children is truly commendable, and I look forward to your testimony, each and every one of you.

We hope in this hearing to focus on reauthorization of Chapters 1 and 2 of the Elementary and Secondary Education Act, and the Education Consolidation and Improvement Act.

Our specific interest lies in the fact that for fiscal year 1986-87, Hawaii received approximately $10 million in Chapter 1 funds and $2 million in Chapter 2 funds.

The committee would like to know whether or not the target population of these programs is being served, whether or not the program objectives are being met, and how their effectiveness can be improved.

Chapter 1, which was originally enacted in 1965 as Title 1 of the Elementary and Secondary Education Act as a cornerstone of President Lyndon Johnson's war on poverty program, provides supplemental educational and related services to disadvantaged children in low income areas.

In 1981, the legislation for this program was substantially revised and became Chapter 1 of the Education Consolidation and Improvement Act.

As Congress reviews Reauthorization, several important issues are under consideration.

Among them are, one, nonpublic school participation and the use of vouchers for parents to purchase Chapter 1 services for their children.

Two, incentive grants which would reward local school districts for high performance in Chapter 1 programs.

Three, increased emphasis on preschool and secondary school programs.

Four, additional funding for parental involvement with their children in Chapter 1 programs.

Five, concentration grants, which would provide further funds to areas with high concentrations of low-income students,

And six, a review of auditing requirements and procedures.

The Education Consolidation and Improvement Act of 1981 also combined more than 40 individually authorized educational programs into Chapter 2, which now provides block grants to state and local districts for the improvement of elementary and secondary education, and gives state and local agencies the flexibility to develop and conduct programs with which to meet their unique needs.

Under Chapter 2, Congress also will be reviewing the accountability of these funds and the possibility of providing a sharper focus to the block grant by targeting priority areas, such as dropouts, gifted and talented, basic skills for secondary students, illiteracy and school libraries.

Congress recognizes that many special educational needs exist among our nation's children, and your testimony will provide valuable information for the committee as we consider the reauthorization of Chapters 1 and 2 of the Elementary and Secondary Education Act, and the Education Consolidation and Improvement Act.

Before we proceed with the first witnesses we will receive for the record a statement by the Honorable John Waihee, Governor of our beautiful State.

[The statement of Governor Waihee follows:]

EXECUTIVE CHAMBERS
HONOLULU

JOHN WAIHEE
GOVERNOR

TESTIMONY TO THE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES
U. S. SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES
HEARING ON THE REAUTHORIZATION OF THE EDUCATION
CONSOLIDATION AND IMPROVEMENT ACT OF 1981

THE HONORABLE JOHN WAIHEE
GOVERNOR, STATE OF HAWAII

May 26, 1987

First of all, I'd like to thank Senator Pell, Chairperson of the Subcommittee on Education, Arts and Humanities, and Senator Kennedy, Chairperson of the Committee on Labor and Human Resources, for allowing this hearing to occur in Hawaii, the 50th State. I'd like to also thank Senator Matsunaga for his support and diligence in securing federal assistance for Hawaii, especially in the priority area of education.

Federal resources are an important source of support for education, especially here in Hawaii. Every year thousands of students are direct beneficiaries of the many federally-funded education programs and services. Although states assume the primary responsibility for education of its citizenry, we appreciate the important supportive role that the federal government plays in education.

In Hawaii, equal educational opportunity is provided to all children through state general funds, and I am pleased to report that the 1987 Legislature has approved the largest funding increase in history for the public schools. The federal funds that support the Chapter 1 and Chapter 2 programs provide for additional assistance, above and beyond what is already equitably provided, to meet the special needs of our students.

Studies that correlated poverty and being educationally disadvantaged brought about the historic "Elementary and Secondary Education Act" (ESEA) of 1965. This program, later changed to the Education Consolidation and Improvement Act (ECIA), has benefited thousands of educationally disadvantaged children. The extra assistance has helped many students to complete their education and become productive citizens.

While the ECIA, Chapter 1 program was focused on a limited number of eligible schools, the Chapter 2 program has provided additional funds to more schools, both public and private, to meet their special needs.

I want to reiterate our appreciation for the federal support for education in general and specifically for the ECIA, Chapters 1 and 2 programs. I am in total support of the reauthorization of both programs.

Senator MATSUNAGA. We shall now be pleased to hear from Congressman Akaka with his opening statement.

OPENING STATEMENT OF REPRESENTATIVE DANIEL K. AKAKA, A MEMBER OF CONGRESS FROM THE STATE OF HAWAII

Congressman AKAKA. Thank you very much, Mr. Chairman.

I want to personally thank you for this opportunity to appear before your committee of the Senate, and I deem it a privilege to join you as a temporary member of this committee.

I would like to commend our Senator Sparky Matsunaga for his initiative in holding this hearing on the reauthorization of Chapter 1 for the educationally disadvantaged children, and Chapter 2 for education block grants to states.

It is significant of the Chairman's dedication to excellence in education and of his able leadership in insuring that the unique needs of the children of Hawaii are addressed.

It is my hope that today's hearing will enlighten my fellow colleagues in Congress of the distinct needs of the people of Hawaii and the children of Hawaii.

No one can say that the voices of Hawaii's people, are lost in the cavernous halls of Congress. Mr. Chairman, this hearing is indicative of Congress' desire for effective and equitable laws.

Chapter 1 has enjoyed a long history of success.

The program directs federal dollars for basic skills to economically and educationally disadvantaged youngsters. Since it's inception in the mid sixties, this program has changed the lives of millions of our nation's young people by improving education within our nation's neediest schools.

The consequences of under-funding Chapter 1 are frightening, when one considers what happens to children who turn 18 with the weakest math and reading scores relative to their peers. They are eight times more likely to bear children out of wedlock, seven times more likely to drop out of school before graduation, four times more likely to be out of work and school, and four times more likely to be forced to turn to welfare.

Full funding, I feel, is a federal obligation. We owe it to our children and to our nation's future.

Chapter 2 has also enjoyed widespread support since its authorization in 1981. It allows for flexibility by allowing the state and local educational agencies to decide how best to structure programs to meet their particular needs within five broad federal purposes.

These purposes include using the funds for at-risk and high-cost children, effective schools, instructional and educational materials and equipment, personnel training and development, and special projects such as programs for gifted and talented students, youth suicide prevention, technology education, community education, and career education.

But as good as any program can be, there is always room for improvement. That is where you, our witnesses, play an important role in shaping our nation's educational direction. Your testimonies today will reveal what changes need to be instituted to improve the effectiveness of these programs.

If there is one thing of which I am certain, it is that no elementary and secondary reauthorization bill would be complete without provisions relating to the educational needs of native Hawaiians.

I would urge the committee to include in its final reauthorization measure the provisions of S. 360 as passed by the Senate. Such action would be appropriate and consistent with the will of the House of Representatives, who just a few days ago passed its version of the elementary and secondary bill, HR 5, with native Hawaiian educational programs included therein.

Mr. Chairman, I look forward to hearing the testimonies to be given today, and again, I want to thank you and your committee for your leadership, and to you for calling this hearing today.

As a former member of Department of Education, former teacher, vice principal and principal, and as a personnel person on the state level, I want to assure those of you who are here to testify that those of us who are sitting here will certainly do all we can to promote this bill, Chapter 1 and Chapter 2, so that students in Hawaii may have the equal kind of opportunity that may be given to other states in our country. But with the kind of leadership that we have in the Senate, I can assure you that we may get even better than that.

Thank you very much, Mr. Chairman.

Senator MATSUNAGA. Thank you very much, Congressman Akaka. I understand that you have a plane to catch, and for that reason, please feel free to leave when you must.

We would be happy now to hear from Congresswoman Saiki.

OPENING STATEMENT OF REPRESENTATIVE PATRICIA F. SAIKI, A MEMBER OF CONGRESS FROM THE STATE OF HAWAII

Congresswoman SAIKI. Thank you. Thank you very much.

I would like to echo Representative Akaka's endorsement of Senator Matsunaga's commitment to education, and your holding this hearing today, Senator, is just another example of the way you want to bring education issues out to the public and get input from the very people who are affected by our actions in the United States Congress.

It is a privilege to be asked to participate today, and I consider it as such, and thank you very much.

I look forward to the testimony of so many experts, all of you who are out there, out in the field, working in the trenches, to make sure that our children get the very best educational opportunities and experiences that we can afford to give them.

As Congressman Akaka just shared with you, the House of Representatives did pass on May the 21st H.R. 5, which is the School Improvement Act of 1987. And I would like to just briefly outline some of the highlights of this measure for you, because we did pass it by a vote of 401 to 1. There was one person who voted against it—don't ask me why, but he must be losing his marbles or something, because this is an excellent measure.

H.R. 5 extends through fiscal year 1993, 14 major elementary and secondary educational programs, which were slated to expire in the next three years.

Chapter 1 that you are going to be discussing today, so that the Senate can pass their measure, passed the House of Representatives with an appropriation of $4.1 billion, which is $200 million higher than the current spending.

Compensatory education programs were included, of course, because that's the meat of the whole Chapter 1; however, with a lot more targeting for needier students and more accountability required of the school system. What they wanted also was to be sure that the auditing procedures were not going to get bogged down with extraneous paperwork, so they are trying to refine the process for accountability.

The details are included in the measure.

In addition to the basic grant to local education agencies, H.R. 5 declares it to be a policy of the United States to provide financial assistance to meet the special needs of educationally deprived children at the preschool level as well as the elementary and secondary levels. And this I think is most encouraging.

The measure expands Chapter 1 programs over the next six years by increasing program funding by at least $500 million in each of the fiscal years 1989 to 1993, so there is a mandate for continuing the program at an increase in the authorization of funds for every year that it is to be included.

Chapter 1 provides flexibility to state and local educational agencies, as I said earlier, by avoiding unnecessary paperwork, and permits 50 percent matching funds for innovative projects.

These funds may also be used for early childhood education, adult education, dropout prevention programs in the secondary schools.

Chapter 2, which is also under discussion today, in the house bill, of course, was funded $580 million, $50 million higher than the current level.

Funds are used for categorical programs including basic skills development, educational improvement and support services.

Also, I found it most encouraging in HR 5, there is $400 million in fiscal year 1988 for teacher training programs. Also included, $115 million for magnet schools, which I think is just starting the inception here at the state level.

I hope we can get some of those funds, Mr. Toguchi. Apply for them quick, once the Senate also passes this portion of the bill. Let's keep our fingers crossed.

The funds include $25 million for gifted and talented students, $200 million for drug prevention programs, and a youth suicide prevention program, $20 million for the Women's Educational Equity Act, $735 million for impact aid, $246 million for bilingual education. And of course, this piece of legislation includes the outstanding portion, which is the Native Hawaiian Educational Program, which was sponsored by Representative Akaka, and I had the privilege of cosponsoring the legislation.

Representative Akaka has been an outstanding spokesman in this area, and there is no question that this portion of the special program for native Hawaiians was unanimously included. He is a very, very persuasive person in Congress.

These are merely the highlights of H.R. 5, and the programs that I mentioned are of course the ones more obviously going to impact

Hawaii. The Senate will be having discussions on all of these phases of the educational program, and certainly they will be discussing the parts that I mentioned, are included in the house resolution.

I think what Senator Matsunaga is doing today is absolutely outstanding, and certainly I'm going to listen very carefully to be sure that your priority, the priorities as needed in our state, are going to receive the kind of focus necessary to achieve the authorization and the funding levels in the United States Congress. So I really look forward to listening to your testimony, and certainly the Senate's measure is going to be very, very critical as to whether any of these programs are going to survive. So I commend Senator Matsunaga, and certainly would look forward to hearing all of you.

I think we have taken a good step in the right direction by passing H.R. 5 in the United States House of Representatives. The entire concept must now survive the Senate, because as you well know, the legislative process requires endorsement by both houses, then there is a conference committee.

So let's hear from each of you, and please, stay in touch with us as to whether we're on the right track. I think we are, but we must work in a united fashion.

Your members of Congress, your team of four are a team, and certainly we share the concerns that all of you must have in order that we can provide the best educational opportunities possible for all the children of Hawaii.

Thank you.

Senator MATSUNAGA. Thank you very much, Congresswoman Saiki. Using those superlatives to describe your colleagues here, I would think that you should continue for another ten minutes.

Good bye, Dan.

It just occurred to me that all three of us here were former school teachers. Maybe there's a message. If you want to be a member of Congress, become a school teacher first.

Now, our first panel of witnesses will consist of Mr. Charles Toguchi, Superintendent of Education for the State of Hawaii, who will be speaking in behalf of the Department of Education. Also appearing with him, Mr. Stafford Nagatani, administrator for special programs, who will be presenting the testimony of Mr. Randal Yoshida, Chairman of the Board of Education, and Mr. Mel Goto, a legislative specialist for the Hawaii State Teachers Association.

I wish to extend to all of you a warm welcome. We would be happy to hear from you first, Charlie.

STATEMENT OF CHARLES TOGUCHI, SUPERINTENDENT OF EDUCATION, STATE OF HAWAII

Mr. TOGUCHI. Good afternoon, Senator Matsunaga.

On behalf of the Hawaii State Department of Education, I want to thank you and your fellow Senators for providing us this opportunity to express our thoughts and concerns relative to federal legislation which has had such a long-standing and profound effect on public education.

Chapter 1 has been an active part of our educational system for more than twenty years, and Chapter 2 represents a composite of federal educational programs and projects which have been with us nearly as long. Hawaii's Chapter 1 program provides supplementary educational services in 91 schools for about 14,000 educationally deprived students who score in the lower three stanines on standardized tests. This is approximately 75% of those eligible. The overall benefits our students have received from these funding sources have met expectations, and we urge Congress to reauthorize the continuation of these efforts.

Be that as it may, however, I do have some concerns which, if made part of any continuing legislation, would improve these efforts in several ways.

A concern of major importance is that of auditing. The procedures for auditing programs and resolving audit disputes should be revised to comply with the basic concepts of fairness and administrative due process. Let me cite some specific concerns.

Under current law, once the Assistant Secretary of Education issues a final letter of audit determination, the SEA or LEA has the burden of proving the allowability of the questioned expenditure. This places the burden on the LEA or SEA to prove its innocence, often when the basis for the alleged noncompliance is stated in only a cursory manner in the letter of final determination. This approach runs contrary to typical administrative law proceedings where the proponent, in this case the Assistant Secretary of Education, would have the burden of proving his allegations.

As hard as it may be for anyone with a sense of basic fairness to understand, the U.S. Department of Education has consistently taken the view that it is not bound by advice which federal educational officials have given SEA or LEA officials concerning how to operate programs in compliance with federal requirements. Such an approach naturally infuriates SEA and LEA officials who have relied on federal guidance, and unfairly penalizes SEA's and LEA's who have, in good faith, done what federal Department of Education officials have suggested. Such a situation does significant damage to the spirit of collaboration. We think it is time for Congress to specify that when it comes time to ask for money back, the United States Department of Education must stick by its own advice. More specifically, we ask Congress to stipulate that written advice from a federal education official shall be considered a defense for actions subsequently taken by an LEA or SEA based on that advice.

Under current law, the U.S. Department of Education may recover all funds for a Chapter 1 project even if the SEA or LEA has substantially complied with the intent and provisions of the law. For example, in one audit case involving comparability of non-Title I services, the U.S. Department of Education sought to recover all Title I funds spent in a school even though the level of non-federal expenditures deviated by only $0.24 per pupil from meeting the regulatory test for comparable non-federal expenditures per pupil. We do not believe that Congress ever intended such a narrow and rigid view of compliance. As far as withholding funds are concerned, or the issuance of a cease and desist order, Congress has specified that the U.S. Department of Education could take action only where there was substantial non-compliance. We urge Congress to specify that same standard for hearings in which the U.S. Department of Education seeks to recover funds.

Our second concern, non-public school participation, is a perplexing one rising from the Supreme Court's *Aguilar* v. *Felton* decision that Chapter 1 services may not be delivered in non-public parochial school facilities. This means that our long-standing practice of providing on-premises instructional services for Chapter 1 eligible private parochial school children had to be discontinued. Nevertheless, the statute requires that educationally deprived children in private schools shall be eligible for Chapter 1 services, and the services "shall be equal . . . to expenditures for children enrolled in the public schools." A satisfactory way in which to do this, however, remains to be resolved, and rather than wait for further court decisions for guidance, we urge Congress to consider the following: (1) clarify what constitutes "equal expenditures" for private school children, and (2) specify that the Secretary may not invoke a bypass for fewer than ten eligible children attending a particular private school.

Another area of concern we have is that of parent involvement. This has been a highly desirable component of the Chapter 1 effort, especially here in Hawaii, and its continuance should be encouraged. On the island of Hawaii, for example, we have been conducting a controlled experiment to measure the degree of effectiveness of parental impact on a child's educational achievement. We are confident that when completed the results will bear out our conviction that parent involvement in a child's formal education is important. Such efforts could be strengthened, however, if Congress would amend the law to explicitly permit the use of Chapter 1 funds for the training of parents of children participating in the projects. Such training could include, for example, training in the use of teaching techniques for use in the home, or perhaps even address the problem of adult illiteracy.

Lastly, as far as Chapter 1 is concerned, I want to discuss an issue regarding State administration of the program. To carry out this function, Hawaii is allotted $225,000 annually, which is the minimum amount allocated to the less populated States. This amount has remained constant for nearly a decade. The principal use of this money has been to fund SEA activities necessary to provide technical assistance to LEA's, and monitor to ensure that LEA projects are operated in compliance with federal and state requirements. Initially, we employed four full-time professional staff who annually monitored all of the LEA Chapter 1 projects, provided ample technical assistance, and promoted program improvement efforts. Since then, largely because of steadily increasing costs for services, that staff of four has been reduced to two, projects are monitored only once every three years rather than once annually, and technical assistance and program improvement efforts have been curtailed accordingly. And we have had to do this in spite of increasing demands for assistance from LEA's who, with the implementation of the single audit concept, have had to face audits more frequently. To correct this dilemma, we urge Congress to re-examine the method for allocating administrative funds to SEA's to ensure an equitable distribution in keeping with a state's responsibilities.

Turning to ECIA, Chapter 2 block grant program, the Hawaii State Department of Education's (DOE) program has been developed in accordance with guidelines and requirements set forth in the Education Consolidation and Improvement Act of 1981. The purposes of the DOE program are to:

(1) improve elementary and secondary education for children attending both public and participating non-profit private schools; and

(2) allow districts and schools to use program funds to meet their own educational needs and priorities within the parameters established by the statute, and to do so in a manner which will reduce the paperwork burden imposed on participants.

The ECIA Chapter 2 State Advisory Committee whose members are appointed by the Governor has carried out its functions well. We are grateful to the Committee's members, both past and present, who have given of their time in carrying out the duties of the Committee as required by statute.

Four major programs constitute the DOE Chapter 2 program. They include:

1. FORMULA GRANT

The formula grant is a two-part, noncompetitive grant program applicable only to; (a) DOE administrative districts; and (b) Public and participating private elementary and secondary schools.

The purpose of this program is to provide districts and participating schools with supplementary funds to meet their educational needs and priorities. Funds are allotted based on student enrollment.

This program recognizes that there are differences among schools each having unique strengths and needs. Hence, school personnel are the best judges in identifying the needs and priorities of the schools.

While schools have individual needs, the districts are also faced with unique district needs. Supplemental resources to the districts provide an impetus to identify special district-wide needs to be addressed. The Formula Grant program accounts for 56 percent of the funds.

2. DEVELOPMENTAL GRANT

The purpose of this program is to assist the Department in curriculum development through developmental projects. Developmental projects seek to craft products or processes with the aim of placing these into the schools for their use. Examples of "products" are compilation of new teaching materials, new curriculum guides, or assessment instruments. "Process" examples include strategies for instruction, or new teaching methodologies. Examples of projects funded through the developmental grant program include: Technology in Secondary Science, Kauai Elementary Science Curriculum, Computer Review Center and Clearinghouse. The Computer Review Center and Clearinghouse has been institutionalized whereby state funds have been appropriated to continue the center as benefits were realized with supplemental Chapter 2 funding. The

Developmental Grant Program comprises 20 percent of Chapter 2 funds.

3. STATE AGENCY MANAGEMENT

The State Agency Management (SAM) is a program designed to strengthen the Department's educational leadership principally in the planning, development and implementation of priority management programs; staff professional development; and in providing technical assistance to DOE agencies and participating private schools. The State Agency Management is a competitive program whereby all projects must compete for State Agency Management grant funds. Grants are awarded on a one-year basis, although projects may be mult-year in design. Some examples of SAM projects are: Forging Business/Education Partnerships, Education Information System, and School Administrative Training. The Education Information System and School Administration Training projects have been partially institutionalized, with major portions of these projects funded by state funds.

4. DISCRETIONARY GRANT

The Discretionary Grant program is an adopter/adapter minigrant program. This program is primarily designed to provide schools with an opportunity to compete for funding to adopt or adapt nationally validated programs listed in the National Diffusion Network publication Education Programs that Work, locally validated programs as well as other exemplary programs, and new programs developed locally through the developmental grant program. The Discretionary Grant program is allocated four percent of the Chapter 2 funds.

Reviews of the past ECIA Chapter 2 program have shown clearly that the stated purposes of the statute have been met. The flexibility of the statute which allows schools to determine their unique needs and to use Chapter 2 funds to supplement its efforts to meet those needs is consistent with my efforts to direct more resources to the school level.

I would like to express my support for provisions in H.R. 5, Section 1513, Allocation to Local Education Agencies which provides that a State Agency shall reserve not more than 20 percent for the purposes of state programs designated under Subpart 2. I also support Section 1522, State Uses of Funds, which stipulates that not less than 25 percent of the funds available for state programs be used to provide local educational agencies and statewide activities to carry out effective school programs, and not more than 25 percent of funds available for state programs be used for state administration.

In closing, I wish to support the reauthorization of the federal ECIA Chapters 1 and 2 programs with increased levels of funding in succeeding years.

I would also like to take this opportunity to express the department's appreciation for having this opportunity to testify before your committee. Thank you very much.

Senator MATSUNAGA. Thank you, Mr. Toguchi.

We will be happy now to hear from you, Mr. Nagatani.

STATEMENT OF STAFFORD NAGATANI, ADMINISTRATOR OF SPECIAL PROGRAMS MANAGEMENT SECTION, HAWAII STATE DEPARTMENT OF EDUCATION

Mr. NAGATANI. Good afternoon, Senator Matsunaga, Congressman Akaka and Congresswoman Saiki.

My name is Stafford Nagatani, administrator of the special programs management section of the Hawaii State Department of Education. I am testifying in behalf of Mr. Randal Yoshida, chairperson of the Board of Education.

I would like to thank you for this opportunity to speak in support of the reauthorization of Chapters 1 and 2 of the Elementary and Secondary Education Act, and the Education Consolidation and Improvement Act.

Of the approximate total of 46.5 million federal dollars that comes into the Hawaii State Department of Education budget, the Chapter 1 program is funded at $10.8 million, and the Chapter 2 program is funded at $2.4 million.

Generally, funding for the Chapter 1 program has increased over the years. We are pleased that almost 14,000 students who directly benefit from the program will continue to receive the special assistance they need. These supplementary services are meeting the unique needs of the most seriously educationally disadvantaged students in economically deprived schools. The evaluation results annually transmitted to the U.S. Department of Education reflects the achievement gains of our students, generally higher than the national average in normal curve equivalency for (NCE) gain scores.

It should also be noted that a relatively high percentage of secondary students are being served.

For the ECIA Chapter 2, the Board, through the recommendation of its Federal Programs Committee, had recently approved plans for the fiscal years 1987 and 1988 allocation. The funds provided by the Chapter 2 block discretionary grant are being used to meet the unique needs of each school, both public and private.

I wish to again thank the Senator and Representatives for the opportunity to lend my voice in requesting Congress' continued support for all federal education programs, and especially the reauthorization of the ECIA Chapter 1 and Chapter 2 programs.

Thank you.

Senator MATSUNAGA. Thank you very much, Mr. Nagatani.

We will be happy to hear from you now, Mr. Goto.

STATEMENT OF MEL GOTO, LEGISLATIVE SPECIALIST, HAWAII STATE TEACHERS ASSOCIATION

Mr. GOTO. Thank you, Senator Matsunaga, Congressman Akaka, Congresswoman Saiki. Good afternoon.

I would like to present testimony for Mr. John Radcliffe, who is the Executive Director of the Hawaii State Teachers Association, which represents over 9,000 school teachers here in the State of Hawaii. The HSTA and its national organization, the 1.8 million member National Education Association extends our warmest Aloha to you.

My testimony today is basically to provide an overview in support of Chapter 1 compensatory education programs as an essential element in providing excellence and equity in the American public education. In the second half of my testimony, I would like to provide comment on Chapter 2 along with general recommendations for improvement.

Chapter 1 of the Education Consolidation and Improvement Act helped break the cycle of poverty and low educational achievement by providing compensatory education services to disadvantaged students.

Numerous studies have shown marked gains in reading and math achievement by Chapter 1 participants compared to similar students without compensatory education services.

A new study mandated by Congress and commissioned by the Department of Education, reveals that children being served under Chapter 1 have shown greater improvement in academic achievement, particularly in reading, than other students since the Federal Government launched the program in 1965.

The contribution of the Chapter 1 program to those gains is difficult to estimate, according to the report, although it's found that students receiving the services show larger increases in standardized test scores than comparable students who do not.

Some of the important factors contributing to Chapter 1's success are, smaller class size, more time on task, and greater access to instructional equipment.

The Chapter 1 program's funding formula guides resources to school districts according to the number of low-income students in the district. School districts determine which students can benefit most from the program on the basis of academic achievement.

At present, Chapter 1 is sorely underfunded. Only about 5 million or approximately one-third of the estimated 15 million eligible students have access to compensatory education services. In addition, although current law allows local education agencies to operate Chapter 1 programs in the secondary schools, most do not because of funding constraints.

Limited resources in Chapter 1 also make it difficult to sustain student achievement gains.

Too often school districts can afford to provide compensatory education assistance only at certain grade levels, but researchers conclude that in order to maintain student progress, it is essential to continue a consistent effort over a period of years.

For the past several years the Reagan administration has proposed vouchers in lieu of Chapter 1 services. For many years, the Administration proposed a mechanism that would allow parents of eligible Chapter 1 students to use Chapter 1 funds for tuition at a public, private or parochial school. More recently, the Administration has advanced a mechanism that would enable school officials, in consultation with parents, to send eligible students to other public or nonpublic schools.

Vouchers for elementary and secondary education services are bad public policy, bad social policy, and bad educational policy. The success of the Chapter 1 program depends on lower pupil-to-teacher ratio and better equipment, features that would not be possible if

Chapter 1 funds and participants were dispersed to many different programs.

The NEA and the HSTA recommend that Congress take immediate steps to continue and improve the program, including: maintain the full range of existing Chapter 1 programs; provide funding necessary to extend Chapter 1 services to all eligible students; encourage better coordination of Chapter 1 programs with early childhood, dropout prevention, and other related programs; assure the involvement of teachers in policy-making, planning and implementation of Chapter 1 programs, and rejecting of voucher schemes.

Comments on Chapter 2.

Chapter 2 of the Education Consolidation and Improvement Act provides grants to states for distribution to local education agencies to improve the quality of elementary and secondary education. Chapter 2 funds have been used by local education agencies to purchase equipment and for such things as in-service training for education employees and developing curriculum and materials.

The educational block grant program evolved from revisions of the Elementary and Secondary Education Act of 1965. In 1981, with the Education Consolidation and Improvement Act, 29 programs designed to meet a variety of educational needs were consolidated into the block grant program. Block grants are provided to states for distribution to local education agencies. Only very general requirements are set on the use of block grant funds.

Block grant funds have been used by virtually all 16,000 school districts to support a number of programs essential to school improvement. Still, there remain many areas within the block grant approach that need to be addressed.

Since block grants were enacted, there has been a dramatic loss in funding in the special programs area of the federal education budget. In 1980, funding for the 29 categorical programs replaced by block grants was set at $803 million, compared to $529 million for the Chapter 2 program in 1987. Accounting for inflation, these elementary and secondary education programs have lost some $753 million in federal assistance.

Without the constituent support for specific programs, from education employers, parents and students, the block grants have not had the support their antecedent programs enjoyed.

Consequently, funding for these programs have fallen so dramatically that the ability of Chapter 2 resources to accomplish their intended purposes is severely limited. The NEA and the HSTA strongly opposes the use of block grants as a budget-cutting device or a way to eliminate programs.

As a result of budget reductions and inflation increases, scant resources are provided under Chapter 2. Nationally, Chapter 2 funds represent an average of about $7 per student, or .002 percent of the national per-pupil average expenditure.

Given the limited resources provided through block grants, there is a need for greater direction and accountability in the use of these funds. While we support maximum flexibility in the use of federal funds in order to adapt to local needs, it is essential that these federal funds be guided by national priority.

A recent study of block grants by the Coalition on Human Needs pointed out numerous examples where block grants have resulted in a net loss of benefits to students with special needs. Among the categorical programs consolidated into the Chapter 2 block grants were programs to attract and retain qualified education employees, programs to develop educational techniques and materials, programs to improve the safety of the school, and programs to serve specific educational needs of the students.

As an example, the short-lived Teacher Center Program was a creative way to encourage education employees to share successful strategies and materials. The Teacher Center program is one of the many programs to improve education that have not been given adequate attention under block grants.

In order to accomplish the stated purposes of the block grant approach, the Federal Government should provide funding sufficient to make a significant impact on school improvement efforts, and at the same time identify, using national research, those areas which are most critical to our nation's future strength.

The NEA and the HSTA recommend that Congress continue and improve federal education block grants, including: assure maintenance of local flexibility in addressing needs that reflect national priorities; assure that block grant funds are used for direct classroom instruction; provide adequate funding for educational programs; and assure inclusion of teachers in the planning of block grant uses.

The Hawaii State Teachers Association want to thank your committee for this opportunity to present our comments on these important programs. We want to also thank you for your continued support and deep dedication to the educational needs of our nation.

Mahalo.

Senator MATSUNAGA. Thank you very much, Mr. Goto.

Now, may I put this question to all three witnesses, beginning with Mr. Toguchi.

It is estimated that nationally only 45 percent of students eligible for Chapter 1 programs are presently being served. The State of Hawaii, as I understand it, has reached up to 75 percent of the state's eligible students, and I think those of you who are in charge of the program deserve commendation.

But my question is, how can we reach the unserved 25 percent in Hawaii? Is it merely a matter of increasing the funds, or do you have other suggestions? Mr. Toguchi.

Mr. TOGUCHI. Senator, I have to admit that's a very difficult question. Yes, resources do help us in reaching more people.

Our efforts to utilize the funds in a more cost effective way has made it possible for us to serve as many students as we do. But, I have to admit that additional funding will help the situation.

Senator MATSUNAGA. Mr. Nagatani, have you anything to add?

Mr. NAGATANI. Yes, definitely. From the standpoint of the efficiency and effectiveness, we've done a good job in that area. However, the additional resources will help to reach the other 25 percent. Please understand that the regulation permits us to serve only one-half of our schools, up to the 49 percentile, so we're talking about more resources for eligible schools to reach the 25 percent of the eligible students. So really, our schools are doing a good job. But there are other schools that have economically deprived students who do not—who are not part of the other half, so to speak, of the economic deprived schools. These students are out there beyond the eligible schools that we have not even addressed yet which more funding would permit us. If there is a change in the regulation that permits us to go above 50 percent of the schools, then of course we can service a wider range of students.

Senator MATSUNAGA. Thank you.

Mr. Goto, have you any suggestions?

Mr. GOTO. The only suggestion that we might have is to extend the services to preschool, early childhood, identify the children early as possible, and also to provide funds for more secondary schools so that the program in Chapter 1 can extend to the secondary schools in a much more—in a way they are not doing right now.

Senator MATSUNAGA. Do you have any questions, Congresswoman Saiki?

Congresswoman SAIKI. Just a short one, if Mr. Toguchi could update me.

What is the current status of the early childhood education program in our state?

Mr. TOGUCHI. The department, the Board of Education does not have a policy at the present time with regard to the pre-school student program.

Congresswoman SAIKI. Not yet?

Mr. TOGUCHI. No, we are still serving the stated role of the Department of Education.

Congresswoman SAIKI. So you really can't qualify for preschool or early childhood education under Chapter 1 as long as we don't have a policy? Or can you still do that?

Mr. TOGUCHI. I don't think that's a reason for the board's position on that. I think at the present time the board is quite concerned about the resources for the K–12 education program. We are currently looking into the possibility. In fact, the former State Superintendent did discuss the possibility of going into the preschool program. But we have not had any official policy from our Board of Education.

Congresswoman SAIKI. Now, the board did take an official stance on the concept of—what I call magnet schools, but I think we have another name for it. Learning Centers. That's what it is.

Mr. TOGUCHI. Yes.

Congresswoman SAIKI. The Learning Centers. That's a policy now, isn't it? That through your department you are going to be able to create these learning centers, and the legislature is going to help fund it to some degree?

Mr. TOGUCHI. Yes, Congresswoman Saiki. We started first with a pilot student learning center at Castle High School. This past February the Board officially opened 14 additional learning centers, and provided funding to implement the policy. The learning center is not a magnet school. A learning center, as we define it here in Hawaii, is like a school within a school. But we also make it available to neighboring high, intermediate, and/or elementary schools' students. It's our way of better utilizing the human resources as well as the facilities that we have.

Congresswoman SAIKI. But because the concept is the same, couldn't you apply for the magnet school funds that are sitting here in federal funding? Basically because the effort is conceptually the same, although on the mainland it is more to affect discrimination and to avoid youngsters' segregation. Here in Hawaii it would be more the concentration of expertise so that youngsters can focus.

Mr. TOGUCHI. Yes, we are initiating the learning center more for educational purposes rather than the desegregation issue.

My understanding, Congresswoman Saiki, is that we do not qualify for federal magnet school fundings, because the regulations relates to the segregation issue.

Congresswoman SAIKI. Include H.R. 5, because I think it's expanded it, and if the Senate package could broaden the definition, I think we could then qualify for more of the money.

Mr. TOGUCHI. Yes, we would be more than happy to work with the people on your staff.

Congresswoman SAIKI. Thank you.

Senator MATSUNAGA. Now, as you mentioned in your prepared statement, Mr. Toguchi, the 1985 Supreme Court decision in Aquilar versus Felton has significantly affected the equitable distribution of Chapter 1 services to private school children.

Can you tell us for the record how Hawaii is presently addressing this situation, and how the Department of Education views the Administration's proposal for the use of vouchers by parents to obtain Chapter 1 services for their children?

Mr. TOGUCHI. Senator, with your permission I would like to also rely on Mr. Nagatani. I think he would be able to give all that detail.

Thank you very much.

Senator MATSUNAGA. Mr. Nagatani?

Mr. NAGATANI. In responding to your question, let me just compare this year services as opposed to last year services when Aquilar-Felton first came on board. When I say came on board, I mean that the guidance did come from the feds.

We were servicing approximately 200 students prior to Aquilar-Felton. As a result of Aquilar-Felton, we met with the Catholic diocese office in hopes of trying to address the problem of no longer servicing students in the private school facilities.

We went down to zero in the initial year, and at year's end we finally serviced 35 students. This year alone, the count is 118 students.

You can see that it has dropped considerably. We're trying our best, but it creates a difficult situation in light of trying to define what equitable services are.

When we met with the Catholic diocese office, the after-school services was not by their definition equitable, since our children were previously receiving services during the normal school hours.

We could not come to grips with the provision of Aquilar-Felton. Now, the majority of our services are being provided after school, much to the dislike of some of the parents. The parents felt that the services were needed, and that they had to agree to after school hours.

Transportation is another problem. It's extremely costly. We have to pay for each student who is transported by public transportation. Of course the State education agency recommended that the carriers be licensed.

In terms of vouchers, I know the State reviewed various proposals and prepared a position paper. We looked at the Teach Proposal as well as Choice. We feel as though there would be some administrative difficulties in trying to implement a voucher system. Overall, we were not in favor of vouchers as a position of the department.

Senator MATSUNAGA. Well. Thank you very much, Mr. Toguchi, Mr. Nagatani, Mr. Goto.

Our next panel of witnesses are all involved with the Chapter 1 program. We will hear first from Dr. Donald Enoki, the Educational Specialist for Chapter 1 in the Honolulu District Office. Then we will hear from Mr. Stanley Morikawa, principal of Kaewai School in Honolulu; Mr. Hoyt Parker, a Chapter 1 teacher at Waimalu School, and Mrs. Paulette Goo-Sun, chair of the Honolulu District Parent Advisory Council and the parent of seven children. She has been involved in Chapter 1 programs, as I understand it, for fourteen years.

We would be happy first to hear from you, Dr. Enoki.

STATEMENT OF DR. DONALD ENOKI, EDUCATIONAL SPECIALIST FOR CHAPTER 1, HONOLULU DISTRICT OFFICE

Dr. ENOKI. Chairman Matsunaga, and members of the Senate Committee on Labor and Human Resources, Subcommittee on Education, Arts and Humanities, I am Donald Enoki, Educational Specialist responsible for coordinating the ECIA Chapter Program in the Honolulu District.

I would like to thank this Committee and the Department for giving me the opportunity to participate in this hearing concerned with the reauthorization legislation for Chapter 1 of the Education Consolidation Improvement Act of 1981.

My presentation will attempt to address several of the issues that you have raised concerning the Chapter 1 program. It is my understanding that in this hearing you are interested in examining whether the target population of the Chapter 1 program is being served, whether the program objectives are being met, and how their effectiveness can be improved.

Permit me to respond to this Subcommittee's areas of interest by providing you with information and data which I have gathered throughout my thirteen years as an educational specialist in the Chapter 1 program. Please note also that while I address this honorable body on behalf of the Chapter 1 district educational specialists, my presentation is based on my own perspective, and as such, I take total responsibility for the statement that I make. Hopefully, my presentation will encompass similar experiences, issues and areas of concern of my learned colleagues.

Over the past thirteen years I have had the great opportunity to be a part of a federally funded educational program for the economically and academically disadvantaged students that has made tremendous strides in helping these students to learn their skills in the use of language sufficient enough so as to help them to become mainstreamed and participate as equals with their peers.

I strongly believe that the initial goals, which were set for public education in the mid-sixties with the presidential administrations of Kennedy and Johnson, and by Congress, in this area of strong federal support for the economically and academically disadvantaged youths, have been met many times over.

Both local and national evaluation data have demonstrated that the Chapter 1 students are making substantial gains, especially in reading comprehension skills. In the Honolulu District, for example, for the past seven years an average of 63 to 70 percent of the 3,200 students being served in grades 3 to 11, in 18 project schools, have continued to make positive gains. In eight of the eleven elementary schools, the average percent of positive gain scores have climbed to 83 percent. In addition, since 1979, in both the elementary and secondary level projects the students pretest mean scores have risen from 9 percentile in 1971 to 19 percentile in 1985. The secondary overall pretest means for 1979 was 8 percentile and 17 percentile in 1985.

The significance of those scores truly reflect the instructional and program effectiveness of Chapter 1.

It should be noted that the federal standards and criteria for school and student eligibility and selection have been strictly adhered to since the inception of this program. Each year, federal low income data are used to determine the project schools. Each year the students are selected on the basis of the percentile rank order.

As such, the students with the lowest scores, starting at the one percentile, are selected first. A student with a higher percentile score is never selected over a student with a lower percentile score.

Parent participation has continued to demonstrate steady growth both in the number of parents involved in Chapter 1 as well as the level of their participation. Between 1984 to 1986, the School Parent Advisory Committee membership has grown from 326 to 693. Attendance at workshops on "Parents helping their children at home" has increased from 375 to 526.

Parents participating in project planning, needs assessment, classroom observation and monitoring has grown from 319 to 412.

This continued expression of interest on the part of the Chapter 1 parents and their active participation have had significant impact on both the students academic achievement and the effectiveness of the instructional delivery by the project teachers. The results of the students progress in the district leads little doubt that there is a high correlation between active parental involvement in Chapter 1 and the students' academic successes.

Time and space will not permit me to delve into the detail of the effectiveness of other aspects of the Chapter 1 program. Suffice to say that a strong administrative support staff; a well-trained cadre of teachers; a comprehensive evaluation plan in both formative and summative areas; and continued federal support in terms of both resources and a comprehensive, flexible, yet clear and precise guidelines, have all been important and essential features of the Chapter 1 program. The continuation of these features, inherently imbedded in the Chapter 1 program by the original authors under ESEA Title 1, should be continued. The successes of Chapter 1 in meeting its program objectives can be truly attributable to the continued emphasis on program refinement and project accountability over the past eighteen years.

Based on the students' progress and program accomplishments thus far, the Honolulu District makes the following recommendations on several areas of the Chapter 1 program for further refinement and program improvement.

Under funding, continue basic Chapter 1 allocation on the present formula and criteria of low income and low academic performance.

Provide for special incentive grants to LEAs in addition to the basic allocation for the purpose of developing practical research projects at the school level for program/curriculum improvement.

Provide for concentration grants to eligible schools with high concentration of low income families, yet with smaller numbers of students.

Continue the provision for the one-year carry-over privilege accommodating the difference between state and federal fiscal years.

Provide additional funds to focus on the lower elementary grades and the high schools.

Under program, assessment and evaluation, our recommendation:

Continue to provide LEAs with the flexibility to develop project and program parameters based on the district's needs assessment and resources in the following areas: Staffing, selection criterion, evaluation design, in-service for teaching staff and parents, parent involvement, internal studies, both formative and summative for program improvement with support from the technical assistance center. Dissemination of information by ERIC, NDN, JDRP and of TAC.

Continue to support the technical assistance center, such as the Northwest Regional Educational Laboratory, who provide essential technical assistance to the LEAs in assessment, testing and evaluation.

Maintain Chapter 1 purely as a supplementary program, with definite target population identified, clear supplanting/supplementary guidelines, inclusive of the comparability monitoring procedures.

Your consideration and hopeful inclusion of the District's recommendations under the reauthorization act will be appreciated.

Thank you very much for the opportunity to make this testimony on behalf of the District.

Senator MATSUNAGA. Thank you very much, Dr. Enoki.

We would be happy to hear from you now, Mr. Morikawa.

STATEMENT OF STANLEY MORIKAWA, PRINCIPAL, KAEWAI ELEMENTARY SCHOOL, HONOLULU, HI

Mr. MORIKAWA. Chairman Matsunaga, members of the Senate Committee on Labor and Human Resources, Subcommittee on Education, Arts and Humanities, I wish to thank you for providing me the opportunity to testify at this hearing in support of the reauthorization of Chapter 1 and Chapter 2 of the Education Consolidation Improvement Act.

I am Stanley Morikawa, principal of Kaewai Elementary School.

Realizing that there are approximately 40 elementary schools in the Honolulu District, all with unique needs, I ask that you receive this presentation as an example of the implementation of the Chapter 1 and Chapter 2 programs.

I wish to share Kaewai School's integrated approach to total school programming and the supplementary role of the Chapter 1 and Chapter 2 programs.

In planning and implementing Kaewai School's total school program, the needs of the community and the directions of the Department of Education were considered. The following beliefs determined the approach and quality of the effort.

1. That the school serves the student and the community.
2. That there is a genuine need to cultivate and have in place feelings of ownership among staffs, students, parents and members of the community.
3. That public education should be far reaching to ensure that the unique needs of all students are met.
4. That our efforts as educators are directed toward the development of self-reliant students who will continue to grow, to cope and survive in future environments.

The philosophy or the mission statement of the school is that our educational programs and efforts must result in children who will be capable of self management and, given the knowledge and tools for learning, will continue to grow and progress.

Staff members have accepted and internalized this philosophy, and together we have increased efforts to meet the educational needs of our children.

Based on the assessment of the school and community needs, priorities were listed in the following order:

1. Physical needs, which includes health and nutrition.
2. Social and emotional development needs.
3. Needs in cognitive areas, basic skills, et cetera.

Approximately 60 percent of Kalihi Valley Housing, other areas considered middle class and upper middle class are serviced by the school, providing a multi-ethnic population. According to December 1985 data: Samoan, 39 percent; Filipino, 30 percent; part Hawaiian 15 percent; Indo Chinese, 6.63 percent; Japanese, 4.5 percent; White, 1.58 percent; Korean, 1.4; others, less than 2 percent of the population.

Consequently, the population represents the relatively high transient immigrant population of lower income level where approximately 81 percent of the students, or 383 students, receive some form of subsidy. Therefore, Kaewai School assumes a critical role in providing through its state and federal programs and activities, a viable link to equal opportunities in the education of all students. This early intervention has had a positive impact on their attitude toward life so that they may look to the future with optimism and hope, ultimately influencing their growth and productivity as adults.

As a result of the assessment of needs, the philosophical beliefs in the state and federal resources, a comprehensive school plan was developed: Both Programs/Activities to Challenge and Programs/

Activities and Services to Intervene have been developed and implemented with strong consideration for a positive school climate.

There is an attachment, Diagram of Total School Program.

Funds and resources provided by the State are generally allocated on an equal basis, considering grade levels and size of school population. Therefore, in light of the previously mentioned assessment of needs unique to Kaewai School, and its community, there is a continuing and genuine need for Chapter 1 and Chapter 2 assistance in fulfilling our commitment to students and the community. Presently, of 40 schools in the Honolulu District, Kaewai School ranks fourth in terms of needs based on percent of children from low income families as determined by Aid to Families with Dependent Children, AFDC, and general assistant, GA.

Honolulu District's Chapter 1 program, the Comprehensive Language Improvement Project implemented at Kaewai School provides needed instructional support for approximately 163 students in grades three to six on a supplementary basis at a cost of $835 per child. Students identified at a level below the 35th percentile in reading achievement are the target students. Various strategies and small group, personalized instruction have positively affected student attitudes and achievements as evidenced by average gains of 7.4 NCEs with 89 percent of the students making positive gains. Moreover, an organized parent group with its formalized leadership, School Advisory Committee, and monthly meetings and workshops have influenced positively parent involvement and feelings of ownership for the program and school.

As noted in the attached diagram, the Chapter 1 program provides intervention on an integrated basis. It is evident by the results attained in both the affective and cognitive areas that Chapter 1 input is needed to insure educational equality and positive impact now and in the future.

Much credit goes to Chapter 1 for its contribution in helping Kaewai School achieve state-wide recognition, being selected Outstanding Hawaii State Elementary School for 1985-86, and honored by the Frito-Lay Company and the Department of Education.

In a manner similar to Chapter 1 program focus, $2,316 of Chapter 2 funds are utilized at the grade one and two levels, focusing on students with the greatest needs in reading. Services of a part-time teacher enable students to receive direct and personalized help on a supplementary basis.

I strongly believe that the programs under Chapter 1 and Chapter 2 should be developed in the context of the total school program. Moreover, there is a critical need to utilize the school's philosophy as the common denominator focusing and balancing the affective and cognitive areas in the process.

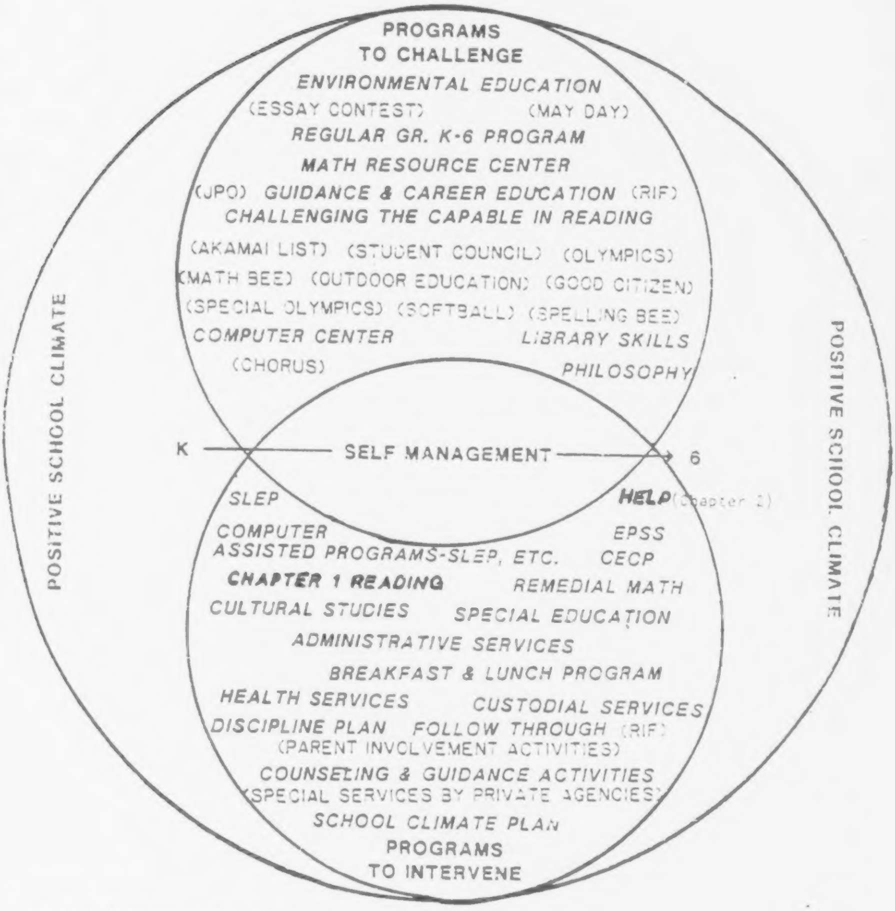
Finally, I believe that all children can learn given the educational opportunities such as provided by Chapter 1 and Chapter 2.

In closing, I urgently request your continued support of Chapter 1 and Chapter 2 of the Education and Consolidation Improvement Act. I thank you for this opportunity to testify at this hearing.

[Information supplied for the record follows:]

KAEWAI SCHOOL

TOTAL SCHOOL PROGRAM


PROGRAMS
TO CHALLENGE
ENVIRONMENTAL EDUCATION
(ESSAY CONTEST)
(MAY DAY)
REGULAR GR. K-6 PROGRAM
MATH RESOURCE CENTER
(JPO)
GUIDANCE & CAREER EDUCATION
(RIF)
CHALLENGING THE CAPABLE IN READING
(AKAMAI LIST)
(STUDENT COUNCIL)
(OLYMPICS)
(MATH BEE)
(OUTDOOR EDUCATION)
(GOOD CITIZEN)
(SPECIAL OLYMPICS)
(SOFTBALL)
(SPELLING BEE)
COMPUTER CENTER
LIBRARY SKILLS
(CHORUS)
PHILOSOPHY
POSITIVE SCHOOL CLIMATE
POSITIVE SCHOOL CLIMATE
K
SELF MANAGEMENT
6
SLEP
HELP (Chapter 2)
COMPUTER ASSISTED PROGRAMS-SLEP, ETC.
EPSS
CECP
CHAPTER 1 READING
REMEDIAL MATH
CULTURAL STUDIES
SPECIAL EDUCATION
ADMINISTRATIVE SERVICES
BREAKFAST & LUNCH PROGRAM
HEALTH SERVICES
CUSTODIAL SERVICES
DISCIPLINE PLAN
FOLLOW THROUGH
(RIF)
(PARENT INVOLVEMENT ACTIVITIES)
COUNSELING & GUIDANCE ACTIVITIES
(SPECIAL SERVICES BY PRIVATE AGENCIES)
SCHOOL CLIMATE PLAN
PROGRAMS
TO INTERVENE

- STATE AND FEDERALLY FUNDED PROGRAMS

( ) TEACHER INITIATED. PARENT INVOLVED OR PRIVATELY FUNDED PROGRAMS

Senator MATSUNAGA. Thank you very much, Mr. Morikawa.

We would be happy to hear from you now, Mr. Parker.

STATEMENT OF HOYT PARKER, CHAPTER 1 TEACHER, WAIMALU ELEMENTARY SCHOOL, AIEA, HI

Mr. PARKER. Good afternoon, Senator Matsunaga, Representative Saiki and Representative Akaka.

I am Hoyt Parker, the Chapter 1 teacher at Waimalu Elementary School in Central District on Oahu. I hold a Master's Degree in Reading, have been a teacher since 1961, and have been in Title 1, Chapter 1, since 1970.

Our staff at Waimalu consists of myself, two part-time teachers and a paraprofessional tutor (aide), and we are currently serving 74 students in grades 2 through 6.

I am here today to speak on behalf of all the Chapter 1 teachers in the State of Hawaii. I will limit my remarks to four areas. Who are the Chapter 1 teachers? Advantages of a Chapter 1 program. Possible disadvantages. Problems in the Chapter 1 program. Some known successes in our program.

Chapter 1 programs are set up to remediate students performing in the lowest quartile of their respective grade levels. The teachers working in this program are usually those with much teaching experience and varied background. I myself was a classroom teacher, reading resource teacher and a special education teacher before working in the Chapter 1 program. Since this program is federally funded, there is no job security for the teachers to guarantee that a reading position will be maintained in the school if the school is no longer eligible for funding. Therefore, each teacher is a volunteer for the program. The majority of us would like to finish our careers as Chapter 1 teachers. The reason for this will be explained shortly.

Most of the teachers continue to improve their skills and knowledge through membership in the professional organization, the International Reading Association's local affiliate, Ka Hui Heluhelu. At the present time, at least two members of this organization's board of directors are, or were, Chapter 1 teachers.

Chapter 1 teachers also serve on their school's language arts committees, and most have strong backgrounds in reading and math which they continually update through courses at the university and at workshops sponsored by their district.

Why do most Chapter 1 teachers stay in the program for many years? The answer is quite simple. This program allows teachers to teach.

The teacher works with small groups.

The teacher is given opportunities to diagnose and prescribe for specific student's needs.

The funding allows us to experiment with new programs, and use selected control groups to measure their effectiveness.

The program design allows for constant and continuous evaluation from the school staff, parent and students. This feedback is extremely important to maintain a continuously improving program.

Other advantages of having a Chapter 1 program follow. These are not to be thought of as all-inclusive. Many new classroom teachers have been able to begin their careers as tutors working with small manageable groups while they put into practice the skills and knowledge they learned in their teacher preparation courses. It has also helped them decide if this is to be their chosen career.

Since the Chapter 1 program identifies the lowest performing students in any particular grade level who are not certified for special education, we help the classroom teacher in several ways. The classroom language arts teacher has a smaller group to work with, thus providing more opportunities for individual instruction. Also, we are able to provide valuable diagnostic information for students being considered for possible educational evaluations.

Our records indicate that the majority of students identified in the second grade as needing Chapter 1 services are main-streamed by the fourth grade. If we have difficulty relating to a student, we are able to assign that student to another team member who has the qualities needed to ease the teaching situation.

Because of the size of the groups, we have time to listen to the child and to his or her problems. Often students' problems seem to disappear when they find an interested, sympathetic adult who cares about them.

Also, we are required to work with parents and enlist their participation in their child's education. At Waimalu we have consistently had over 90 percent participation by our Chapter 1 families.

Through the daily interactions with our staff and the language arts teachers, we are able to gain much knowledge and feedback as to our strengths and weaknesses. This information has been invaluable in helping us to provide a continually improving program.

With the funds provided, we are able to have a special project about once every six weeks, which keeps our students interested and involved. For example, when we read a book such as "Stone Soup", and then make the soup, following all the steps listed in the text, we discover that the students' motivation to read and follow directions is extremely high. This provides a real purpose for reading and demonstrates the students' acquired comprehension and vocabulary skills.

I would like to cite three administrators who have shown trust in the Chapter 1 staffs by allowing us to make the professional program and educational decisions to carry out our mission as teachers. These leaders are Mr. Robert Lee, principal of Waimalu Elementary School; Mr. Frank Jordan, Curriculum Specialist, central district; and Mr. Larry Higashi, of the state office.

I would like to add that I have never personally met an administrator who did not give his or her wholehearted support to the Chapter 1 program. Our present principal attends all our parent meetings, including those at the district level, and also makes it a point to meet periodically with the staff and observe the students in action. Our district staff has provided excellent leadership and training sessions in anticipation of our needs.

The state office has developed valuable monitoring procedures and practices which are designed to improve programs rather than to just find fault or errors. We look forward to the opportunities to meet with these leaders, and their staffs, because we always learn something that will help us to grow as professionals.

Disadvantages, in comparison to advantages, are very few. One of our major problems is caused by the contracted auditors, who are making educational decisions without any training or experience in education, and without knowing the students' needs. Education cannot be reduced to a set of numbers!

Also, the specific language used by educators is not known to auditors, so the two parties have difficulty communicating with each other. Occasionally auditors have reported that schools or districts did not keep certain records or follow certain procedures. Upon investigation, it was found that the data in question had been available, but the auditors did not know the correct terminology, and therefore did not request what they wished to examine.

Other minor irritations include interruptions caused by field trips or assemblies, scheduling problems; too few or too many students in a class, or frequent absences by certain students.

These are overcome by the normal give and take of a dedicated staff willing to make compromises in the best interest of students.

Successes in the program are noted first in the everyday interactions in the class situation.

For example, the student scores perfectly on an assigned task or a parent calls to say thanks for the help.

Successes can also be noted long after the student leaves our program. The following are some of the highlights from my years in the program. Please remember that these students were labeled as being the lowest achievers in their particular grade levels at the time they entered Chapter 1. I am sure all of the programs in the state have similar successes.

At least five students are known to us as having graduated from college. Majors include economics and marine biology.

One girl has just transferred to the University of Hawaii's Manoa Campus from Leeward Community College. She has worked for the local YMCA and saved her money to be a dormitory resident. She anticipates graduating in two and a half years.

One girl will graduate from Aiea High School in June 1987 and will major in working with the handicapped because, "People like you helped me."

A junior at Aiea High School has been selected as a district all-star in football and wrestling. He spent five years in Chapter 1 before his scores allowed him to be exited. Early predictions were that he would be a school dropout.

Chapter 1 students have succeeded in many areas of social and school responsibility over the years. This year we have two students who are junior police officers, one of whom is a sergeant. Two students were selected to be in the May Day court, which is quite an honor for that special day in Hawaii.

The following note was received on May 14th, 1987, and is a sample of many received over the years. This is from the mother of one of our second graders who will be exiting the program because of the gains he made this year. It should be noted that this family has followed every recommendation the school has made.

> Chapter 1. Attention: Mr. Parker.
> Thank you so much for helping C ——— in reading.
> He improved so much and I'm proud of him. I owe it to you and him. Thanks again.

Is it any wonder that most Chapter 1 teachers want to continue serving the community by teaching in this highly visible and successful program?

Again, I want to thank the Senator for this opportunity to express my views and feelings about the Chapter 1 program. Mahalo.

Senator MATSUNAGA. Thank you very much, Mr. Parker.

We will be happy now to hear from you, Mrs. Goo-Sun.

STATEMENT OF PAULETTE GOO-SUN, CHAPTER 1 PARENT, FERN, ELEMENTARY SCHOOL, HONOLULU, HI

Mrs. GOO-SUN. Chairman Matsunaga, Congresswoman Saiki, members of the Senate Committee on Labor and Human Resources, Subcommittee on Education, Arts and Humanities. My name is Paulette Goo-Sun. I am here to speak to you as a parent of seven children, all of whom have been or are involved with Title 1 or Chapter 1 in the past fourteen years.

I am here to speak to you as a parent involvement tutor, a role I have had since 1980. I am here to speak to you as chairperson of the Honolulu District Parent Advisory Council.

My active involvement with Chapter 1 is due to my firm belief that there must be a partnership between the home and school in the educational process of our children. I am convinced, and grateful, that Chapter 1 has played an important part in strengthening this partnership.

Fourteen years ago, I was asked to attend a Title 1 parent meeting at Fern Elementary School. My daughter was in the first grade, and she was selected to participate in the Title 1 program. I was under the impression that when a parent was asked to attend a conference at school there was a problem to be resolved. Not so with the Title 1 meeting. The principal and Title 1 staff encouraged our involvement in the Title 1 activities and invited us to visit the project.

Finding this a completely non-threatening and enlightening invitation, I became involved with the first school Title 1 program and continued on even after my first daughter was exited after the first year.

Since then, all seven of my children have had the good fortune of being in the Chapter 1 program.

For most of my children, one to two years in this Chapter 1 program was time enough for them to receive the instructional and emotional support they needed to keep up with their peers.

My children tended to be lost in the shuffle in the regular classroom, so they responded well to the personalized educational plan developed for them in Chapter 1. The Chapter 1 funding level made it possible for small group instruction, so that my children were able to develop close relationships with the project staff. The small group situation provided many opportunities to verbalize, think through problems and develop communication skills.

I've noticed that in Chapter 1 the students are made to feel important. We try to reinforce this in the home also.

To illustrate the impact of the Title 1 program, my eldest daughter, who participated in the project as a first grader, and then again as an eighth grader, just completed her first year of college in a pre-law program.

I have been a parent involvement tutor for the past six years. My role is to narrow the gap between home and school, using the School-Parent Advisory Committee or staff organization to achieve this. Through meetings, workshops, open houses and parent-teacher conferences, our parents have now a better understanding of what their children are expected to do in school. Several parents have returned to school themselves in order to better themselves and to be able to continue helping their children.

I have seen in the past fourteen years a tremendous positive change in the quality of parent involvement because of the opportunity provided by Chapter 1.

As a chairperson of the Honolulu District Parent Advisory Council, I strongly recommend a continuation of Chapter 1, and the emphasis on parent involvement. Your support in the reauthorization of Chapter 1 of the Education Consolidation and Improvement Act of 1981 is being solicited. Dr. Henry Levin, Stanford University professor of education, in developing an effective Chapter 1 program, stated that parent involvement is the key to its success.

The Honolulu District Parent Advisory Council is in full agreement and will continue to seek ways to strengthen the involvement of parents of Chapter 1 students in the educational process.

Thank you for this opportunity to speak on behalf of the parents and children of the Chapter 1 program.

Senator MATSUNAGA. Thank you very much, Mrs. Goo-Sun. I have been very impressed with what has been done to increase the parental involvement here in Hawaii. Mr. Parker, I would like to put a question to you.

You said that 90 percent of the students' parents are involved in your school. What does involvement actually include? What do you mean by involvement of the parent?

Mr. PARKER. We have, at our school, set up parent conferencing, and we have meetings that are scheduled in the evening where we give instruction on activities and other things that would help at home. So we keep close records as to attendance at these. We go over what we call an IIP at the parent conference, and the regular classroom language arts teacher is there also, and we show the parent the weaknesses and the strengths of their children, and we have developed a handbook which we ask the parents to take and use with activities that will help at home.

When we've kept track of these meetings, and the district meetings, statistically we come out with the 90 percent participation.

The numbers of meetings are three evening meetings, two district meetings, which total five, and the parent conferences are held in the afternoon right after school.

Senator MATSUNAGA. Dr. Enoki, you also gave some very impressive statistics as to the increase in the number of parents involved in Hawaii. How does that compare to the national average? Does Hawaii compare favorably with the national average or are we below the national average?

Dr. ENOKI. Mr. Chairman, I think at the national level, I would not be able to respond as to a percentage. Maybe Mr. Nagatani who testified earlier may have some national figures. But I would say as far as the participation as a whole, percentagewise, of active parent involvement, whether it be at the district or school level, it's very high in Hawaii. I think we've always had a very active parental group.

And as I indicated, as we look for more and more into the kind of activities that take place, the correlation between the very active parent involvement and our performance of the students seems to be very high. But I could not respond to the national level.

Senator MATSUNAGA. Mr. Morikawa,

Should the Congress decide to provide incentive grants to LEAs for Chapter 1 program performance, what measures of success or performance goals do you believe to be appropriate?

Mr. MORIKAWA. In terms of getting the incentive grants, this would undoubtedly support the school in its unique endeavors. We can set those goals and strive toward them but there is no guarantee or absolutes as far as the results to be achieved. We can strive in the best way possible, looking at our situation as mentioned in my presentation. In looking at the needs of children, any additional help on a supplementary basis would help to equalize educational opportunities for our children.

Senator MATSUNAGA. Mrs. Sun-Goo, as chairperson of the Honolulu District Parent Advisory Council and the mother of seven children, do you see a need for even earlier provision of Chapter 1 services? For example, at the pre-school age?

Mrs. SUN-GOO. My personal opinion is that the pre-school age is a little bit too young for youngsters, because they're just getting started in the routine of school, and making friends with other children and getting used to the routine at school. I personally believe that the third grade level which the Honolulu District starts at is appropriate, because by then students should be reading and doing math problems.

Senator MATSUNAGA. One proposal to increase the participation of parents is the Even-Start proposal which would provide funds for the training of Chapter 1 parents in the basic skills such as reading, along with their children.

Can you tell us, Mr. Parker, from your experience, if you believe this would be an effective approach for Hawaii?

Mr. PARKER. I think as Central District has designed the project, we are providing some of these now through our parent activities. The more organized that it could be would be speakers who have time for preparation and developing materials that could be used. I think it would be very effective. As it is now, it's a supplement to what we do, and I can see, you know, as professionals having time to really organize it, it would become very effective.

Senator MATSUNAGA. Dr. Enoki, do you have any comments on that?

Dr. ENOKI. Yes. I think, as Mr. Parker mentioned, there are a number of districts in Hawaii that have already started a concept several years ago. I think the performance of the parents are no longer what it used to be years ago of just socialization and coming to meetings, and then counting the number of heads that participated at the meeting, but more looking at what goes on in the teachings and instruction in the classroom. The parents are highly sophisticated. They've gone through many workshops in the reading process. They've looked at the test scores, they began looking in terms of interpreting those scores, and then even setting some objectives for themselves as to how they can help support this teaching for the project teachers to do at home. Also as volunteers in the classroom. So I think if you go throughout the State of Hawaii and the various districts, you will find various types of activities that are taking place already in this even-start concept.

Senator MATSUNAGA. Mr. Morikawa, do you agree?

Mr. MORIKAWA. Yes, I agree. I think at the school level, as I said, people are interested in their children. Oftentimes they don't know how to get involved. By expanding in this area, not only to bring awareness, but to have the parents reach the level of what you might consider need to learn to help children in the cognitive areas and making children feel adequate so they can more rationally conduct themselves in learning situations, and to direct their energies totally to whatever task is at hand, desired results can be realized. I think this is an important area where parents can get involved together with the school as a co-venture type of operation in pursuing the teaching of reading.

Senator MATSUNAGA. Mrs. Goo-Sun, as a parent, do you agree?

Mrs. GOO-SUN. Yes, I agree with what Mr. Morikawa said.

I really feel that parents being involved in a very informal way, and being comfortable, will make them want to come and be involved in schools, or any other type of projects we may have.

Senator MATSUNAGA. Congresswoman Saiki, do you have any questions?

Congresswoman SAIKI. Yes, I just have one short question for Mr. Parker. Who are these contracted auditors who are giving you such a hard time? Where do they come from?

Mr. PARKER. I really—I don't know who did that. I know that each year we are audited, certain schools in the district, and I understand that part of the funding is to provide this outside audit. But I don't know what the procedure is on that.

Congresswoman SAIKI. You know, whenever funds are expended, whether they are at the federal level or the state level, they've got to be accounted for, so accountability is the goal here, but you got to have qualified people to do it. So where are these people coming from? Who knows? Do you folks know? Who hires them? Who contacts them?

Dr. ENOKI. I believe that they are both at the federal level audit, auditors are hired as well as contractors of the federal agency, as well as in the state, the state auditing process that goes on.

Congresswoman SAIKI. And those auditors from Washington come down here?

Mr. NAGATANI. Under the single audit act it's the local auditors. We do contract—when I say we do, the State of Hawaii through the comptroller's office coordinates the contract to the local auditors, namely, a CPA firm.

We also have on a biennual basis, federal program personnel that reviews the various local education agencies, as well as the state administration for Chapter 1 and Chapter 2. Thus we have a federal program review as well as an annual audit by local auditors.

Congresswoman SAIKI. But Mr. Parker says they don't even talk the same language. So sort of hard, huh? for them to. How could you audit a program that when they—hey, I'm a former school teacher, and it feels good to come back and listen to the lingo, you know.

Mr. NAGATANI. I think we have to think of the auditors qualifications and experiences, too. After going through audits, as well as Federal reviews, pretty soon you get the notion that the CPA's and attorneys are running the educational program and not the educators themselves.

Congresswoman SAIKI. Right. So either you got to educate them or you got to get some people in who can do it. Mr. Toguchi will take care of all this, won't you? [Applause and laughter.]

Seriously, I think if we could do anything to help to focus on this. I know what he's talking about. When you have a group of auditors, CPA's coming in to do this kind of thing when they don't even understand what the purpose for the program is, and they're looking at dollars and cents and numbers, then they are affecting the direction of the program and making educational policy decisions, using the buck, the dollar. So if there is anything we can do to fine tune the language, perhaps, and lay out some qualifications, or redo the flexibility to get the kind of people that you feel are qualified to be able to measure accurately the performance. So can you stay in touch with that on that aspect?

Mr. TOGUCHI. Yes, I will.

Senator MATSUNAGA. Thank you very much.

Well, as they say, money is the root of all evil, but without the root there can be no flowering of the bud. [Laughter.]

Congresswoman SAIKI. A poet, Mr. Chairman.

Senator MATSUNAGA. Thank you very much, all of you.

Our third and final panel, will consist of Sister Edna DeManche, associate superintendent of the Catholic School Department, who will address the subject of providing compensatory education to students who attend nonpublic schools; Mrs. Fujiko Lum, chairperson of the Chapter 2 Advisory Committee; and Mr. Edward Kawamoto, principal of Nanakuli Elementary School, regarding the ECIA Chapter 2 Program. Unfortunately, Dr. Robert Peters, president of the Hawaii Association of Independent Schools, who was scheduled to testify, cannot be with us as originally planned. However, his written statement will be made as part of the hearing record at this point.

[The prepared statement of Dr. Peters follows:]

HAWAII ASSOCIATION OF
INDEPENDENT SCHOOLS
HONOLULU, HAWAII

MEMBER SCHOOLS

Academy of the Pacific
ASSETS School
Catholic School Department
Church of the Holy Nativity School
Damien Memorial High School
Epiphany School
Hanahauoli School
Hawaii Baptist Academy
Hawaii Preparatory Academy
Hawaii School for Girls
Honolulu Waldorf School
Iolani School
Island School
Kamehameha Schools
Lanakila Baptist School
Le Jardin Academy
Maryknoll High School
Mid-Pacific Institute
Our Redeemer Lutheran School
Parker School
Punahou School
Sacred Hearts Academy
Seabury Hall
St. Andrew's Priory
St. Anthony's Jr.-Sr. High School
St. Francis High School
St. Louis High School
Star of the Sea High School
University Laboratory School
Windward Preparatory School

May 26, 1987

Senator Spark Matsunaga
Hart Senate Office Bldg.
Room 109
Washington, D.C. 20510

Dear Senator Matsunaga:

I am writing as President of the Hawaii Association of Independent Schools in support of the reauthorization of Chapter 1 and Chapter 2 of the Elementary and Secondary Education Act and the Education Consolidation and Improvement Act.

The independent schools have been able to serve the target populations and to meet the program objectives set in both chapters. In 1986-87, 30 have participated in the Chapter 1 basic grants for compensatory education for disadvantaged students and there are 24 participants in the Chapter 2 block grants. The assistance provided has enabled the independent sector to meet the needs of disadvantaged students and to add special elements to their regular programs.

I urge the committee to react favorably and to reauthorize Chapter 1 and Chapter 2. The independent schools benefit greatly from the opportunities offered by them as do the public schools.

Thank you for your consideration of this testimony.

Sincerely,

Robert G. Peters

Robert G. Peters, Ed. D.
President
HAIS
Principal
Hanahauoli School

Senator MATSUNAGA. Now we would be happy to hear from you, Sister DeManche.

STATEMENT OF SISTER EDNA DeMANCHE, ASSOCIATE SUPERINTENDENT, CATHOLIC SCHOOL DEPARTMENT, KANEOHE, HI

Sister DEMANCHE. Thank you, Senator.

Senator Matsunaga and Representative Pat Saiki, and your committee, I'm very happy to be here this afternoon. I'm Sister Edna DeManche, Associate Superintendent for Curriculum for the 43 Catholic schools in the four main islands of Hawaii.

I have been working with Chapter 1 for the last three years, and we have been participating in the program to the best of our ability.

As you have already heard from Mr. Nagatani, right after the Aquilar decision, our participation dropped to zero, but because of his efforts, and that of his team, we're up to a little bit better than 50 percent participation at this time.

The equitable services are quite a stumbling block to overcome because of numerous federal regulations. Overcoming them requires is a tremendous outlay for noneducative aspects, such as transportation and rental of space and so on, this personally aggrieves me very much because that money could be put into actual direct education.

For that reason, we are very much in favor, (and I believe this is the only point in which we have a different point of view from the state offices), and we do urge consideration of, compensatory educational grants to parents of Chapter 1 children. Our view on that is not based on wanting to pull away from state supervision of the grant, because we're very happy with what Mr. Nagatani and his team are doing. We couldn't ask for better cooperation or more interest on their part.

Any difficulties that we have in getting all of our students into Chapter 1 are not due to any of their lack of interest or effort, but rather because of the difficulties of the situation and many legalities.

We feel that the amount of money that they are presently expending in considerable amounts to bus our children to schools or to neutral sites, and to rent neutral sites and buses and so on, could be used for compensatory educational grant which would allow parents to use money directly for seeing to the education of their Chapter 1 children, and thereby eliminate these expensive expenditures that now go into bussing and renting.

I think that what we need here in Hawaii is greater planning latitude to our state and district officers. For example, in a number of schools, where we have been working closely with the state and district officers, we find that there are some things that we would be very happy to receive as a help to our children, but they don't fall under what can be given, because it's not considered to be equitable services. Well, it isn't equitable, but it's better than nothing. Complete equity is not possible to reach in many cases because of the physical difficulties of bussing time schedule or whatever.

So being able, let's say, to place Chapter 1 materials in the Catholic schools without being accompanied by a Chapter 1 teacher (who is not allowed in by the Aquilar law), not considered equitable. Still, getting in the materials and some instruction of the teachers outside of school time, would be of definite advantage to us. But Mr. Nagatani very understandably hesitates to do that because this is not considered equitable, and he would be called perhaps to task for not providing equitable services. As a result, such schools receive no services, although we would agree to partial services in these cases.

So in summary, I would like to say that we would very much like: (1) To urge the reauthorization of the ECIA Chapter 2, with which we have had dozens of students in the past or in the present, and we would like; (2) to urge the reauthorization of Chapter 1 of the SEA, with increased funding to offset the cost of transportation and site costs which are draining us at the present time because of the Aquilar effect; (3) the granting of compensatory educational grants to parents, not because we're trying to pull away from the state, but because we would like to use all of the education money as far as possible for educational purposes, and we would like; and (4) to see greater latitude for the Hawaii SEAs and local LEAs to plan in cooperation with the Catholic schools upon things that we find mutually agreeable, as being of use here in our schools, even though the federal laws are sometimes interpreted quite narrowly and prevent the application of partial education services, which we would find acceptable if we can't get the whole.

I believe that summarizes what I had written out. I think you have the entire written statement in front of you.

Senator MATSUNAGA. Your written statement will appear in the record as though presented in full.

[The prepared statement of Sister DeManche follows:]

CONGRESSIONAL TESTIMONY

Presented to

UNITED STATES SENATOR SPARK MATSUNAGA

COMMITTEE ON LABOR AND HUMAN RESOURCES
Subcommittee on Education, Arts, and Humanities

In regard to REAUTHORIZATION of ECIA CHAPTER II and ESEA CHAPTER I

By SISTER EDNA L. DEMANCHE, SS.CC., PH.D.
Associate Superintendent--Curriculum
Catholic School Department, Hawaii

Hearing MAY 26, 1987, STATE CAPITOL, HONOLULU, HAWAII

- - -

ECIA Chapter II

The Catholic school community of Hawaii has participated in Chapter II educative assistance since its inception and continues to benefit from the opportunities provided under this program. Reauthorization of the Chapter II program at the same or increased funding level would benefit educational efforts in Hawaii.

ESEA CHAPTER I

Like schools across the nation in the post-Aquilar-Felton decision era, the Catholic Schools in Hawaii have suffered a grave reduction in educational services to educationally disadvantaged children in economically depressed areas. Within the first six months after the Aquilar decision, services to disadvantaged children in Hawaii Catholic schools approached zero.

During the ensuing two years, the SEA, LEA's, the Catholic School Department, and individual Catholic schools worked cooperatively to restore equitable services to all eligible non-public school children, a goal not yet achieved. In those instances in which equitable services have been restored, the cost in dollars for non-educative aspects of programming proves to be very great, threatening to deplete financial reserves which could be used for educative purposes.

Plans presently in use for reaching eligible Chapter I children in Hawaii's Catholic Schools include busing children to public schools or neutral sites, rental of neutral sites, instructing children as part of a public school class or in neutral sites.

Transportation of Chapter I children proves to be especially costly in Hawaii since State law forbids the use of public school buses for transporting non-public school students. Buses must be rented commercially. Property rentals for securing neutral sites are also very high in Hawaii. A relatively low number of children to be served (proportional to our small general population, especially in rural districts) along with high costs of transportation and neutral site rental combine to produce a costly imbalance between expenditures for delivery services compared to educational services being delivered.

The Catholic School department supports reauthorization of ESEA Chapter I with the following amendments:

1. We urge the underwriting of "set aside" funds to offset costs of delivery (site rentals and transportation) in order to retain instructional funding to at least present levels.

2. We urge consideration of compensatory educational grants providing parents of eligible Chapter I participants with purchase-power for obtaining equitable Chapter I services for their children.

3. We urge the granting of greater planning latitude for cooperating SEA, LEA'S and Catholic school officers in deciding the best possible delivery services and most effective educational services in given circumstances. In some cases in Hawaii, because of locations and numbers, a "best plan" sometimes consists of providing Chapter I materials to a Catholic School, unaccompanied by a public Chapter I teacher; a solution not considered equitable by national standards but which does constitute an efficient and satisfactory plan in some instances in Hawaii. In other cases, shared time and shared costs for use of computer and video equipment is feasible, but prohibitive in cost/benefit ratio if confined solely to Chapter I costs and usage.

Difficulties in Hawaii in trying to deliver equitable Chapter I services stem not so much from lack of cooperation (hence our reduced need of By-Pass considerations) but rather from the strictures of federal regulations, designed for Mainland benefit, but often causing a crippling drain on funds in Hawaii.

In summary,

we urge the reauthorization of Chapter II, ECIA; and

reauthorization of Chapter I, ESEA, with increased funding to off-set high transportation and site costs; granting of compensatory education grants to parents; and greater latitude for the Hawaii SEA and local LEA's to plan in cooperation with the Catholic schools for mutually agreed upon services.

Senator MATSUNAGA. And we shall be happy now to hear from you, Mrs. Lum.

STATEMENT OF FUJIKO LUM, CHAIRPERSON, CHAPTER 2 ADVISORY COMMITTEE, HONOLULU, HI

Mrs. LUM. Senator Matsunaga, Representative Saiki, thank you for giving us this opportunity to testify on this very important law as far as we're concerned. My name is Fujiko Lum. I'm Chairperson of the ECIA Chapter 2 State Advisory Committee. I have been a member of the ECIA Chapter 2 State Advisory Committee for the past three years, and had the opportunity to attend a Chapter 2 national conference in Washington, D.C. a few months ago.

In discussing Chapter 2 programs with conference attendees from other states, I find that the Hawaii Chapter 2 program is well-designed and effectively implemented. We appear ahead of many states in addressing the purposes of the act, which are to improve elementary and secondary education for children attending both public and participating private schools, and to allow schools and districts to receive supplementary funds to meet their own special needs and priorities within the parameters established by the act.

Members of the State Advisory Committee advised the Board of Education as to the allocation of Chapter 2 funds to the various sub-programs, review grant proposals for the purpose of making recommendations to the Board for projects to be funded, and participating in monitoring activities with the state monitoring team.

After participating in these activities, the committee concludes that the program is meeting the purposes of the statute in a satisfactory manner.

The membership of the State Advisory Committee, which is established by law, has included private school personnel, parents, community members, teachers, school administrators, university professors, state legislators and others. The opportunity for the representatives of the various educational public to meet and interact in preparing recommendations for the Board of Education, and actually seeing schools in operation and projects being carried out, has been an enriching experience for the committee members.

Moreover, the inclusion of a state advisory committee in Chapter 2 has been a good mechanism for meaningful involvement of the broad community spectrum on educational matters.

It has been exciting to view what I would consider the leading edge of educational thought and innovative educational ideas in Hawaii through the projects being submitted.

The inclusion of the State Advisory Committee in Chapter 2 is a definite asset, and should be continued.

In closing, the State Advisory Committee strongly recommends that ECIA Chapter 2 be continued in its present form. Schools will then be able to expand their efforts in continuously providing the student in Hawaii and the nation with education of high quality.

Thank you very much.

Senator MATSUNAGA. Thank you very much, Mrs. Lum.

We would be happy to hear from you, now, Mr. Kawamoto.

STATEMENT OF EDWARD KAWAMOTO, PRINCIPAL, NANAKULI ELEMENTARY SCHOOL, WAIANAE, HI

Mr. KAWAMOTO. Senator Matsunaga, Congresswoman Saiki, I am Edward Kawamoto, Principal, Nanakuli Elementary School, Leeward District. I am here to give testimony in favor of Chapter 2 grants.

Chapter 2 grants, including formula, discretionary and developmental, provide schools with the opportunity to do things they would otherwise be able to do only on a limited basis. They provide schools the opportunity to become innovative in meeting the needs of our students, teachers and parents.

Our experience at Nanakuli Elementary serves as an example. During our first ten years, talented and dedicated teachers worked hard to bring about positive changes in our reading and math test scores. We changed textbooks, we developed reading-writing-math continuums, we in-serviced teachers, and we purchased various supplementary materials. Test scores improved significantly. However, we were concerned that students had difficulty utilizing basic skills in everyday life situations.

We looked for other ways to meet our concerns, particularly with Chapter 2 developmental grants. Our first proposal to integrate basic skills with art and music led us to take a close look at Project Malama.

One afternoon, as we were discussing our concerns about our students, Mrs. Lorraine Tamashiro pointed out that our students were lacking a foundation upon which to choose a career, and I expressed concern about students being unable to bridge the gap between book learning and life skills. (Together, we came up with the idea that maybe we could work on these two concerns through a career education project.) That led us to try out a career education activity for her class four years ago. That activity was so successful that it grew the next year into a fifth-grade activity, and last year into a fourth-fifth-sixth-grade activity. This year, our entire school is involved in career education.

As funding became a major concern, we submitted a Chapter 2 developmental grant proposal, which, after some adjustments, was approved.

Talk about excitement and innovations. The grant has done wonders for our school. Students are beginning to make use of basic skills in everyday life situations. No longer is it merely a shrug and a sheepish, "I don't know." Instead, they talk about studying, setting goals and making choices.

We have built up our science program. We have carried out inservice training sessions which have brought teachers closer together and developed a better understanding of the value of career education.

We are developing a career education handbook with objectives, activities and lesson plans that will be shared with other schools.

When we began this project, we said that this would be an awesome undertaking. It has been a lot of hard work, but the results have been rewarding. School is now exciting and fun. I am sure that other schools have benefitted and will continue to benefit from developmental grants to meet their needs. In turn, we would all benefit from the programs developed.

I strongly recommend that the Chapter 2 grants be continued.

Thank you.

Senator MATSUNAGA. Thank you very much. It certainly is encouraging to learn that the laws Congress passes once in awhile work.

And I am even more convinced that when I return to Washington, I will make every effort to see that the Senate passes the reauthorization measure for Chapters 1 and 2 of the Elementary and Secondary Education Act.

Do you have any questions, Mrs. Saiki?

Congresswoman SAIKI. No.

Senator MATSUNAGA. Sister DeManche, you've mentioned the *Aguilar* v. *Felton* Supreme Court decision. In your view, should the vouchers be available to all Chapter 1 students or only to eligible private school children?

Sister DEMANCHE. Of course we're interested in the ones that would be attending our school. But if it would be felt to be useful and acceptable to the public schools, then of course we would want them to be eligible, available to them too. Whichever would be the most beneficial.

I feel that it would be beneficial in cases of private schools for the reasons that I mentioned. I think it would cut down on some of the funds that are going into noneducative portions of the fulfillment of the law.

And again, I would like to mention, we're not promoting pulling away from the state. We have never considered the possibility of bypass here in Hawaii. We would prefer to stay in cooperation with the state. If we did have a bypass we would get somebody rendering services for us who are far less competent than the state people who are serving us very willingly right now. We prefer to stay with the state people who are now in charge of Chapter 1. They're capable, they're interested. They put themselves out to do their very best, and we want to stick with them.

So saying that we would like compensatory educational grant is because we feel that this will solve some of the problems that neither they nor we can correct, because the regulations now are such that we simply cannot have Chapter 1 instruction within the grounds of our school, religious-oriented schools. And getting the children out, either after school, is not equitable, and it's a drag on the parents, and also on the children. Having it during school hours, meaning bussing them out of school during school time, then bringing them back, is quite a bit of loss of time on the road, not to mention the transportation costs, and I guess the general disruption of getting them out of school during school time, and while they're going out of school for Chapter 1 instruction elsewhere on the island they're missing classes that they above all need to be in back in school.

Bringing in materials would be partially helpful, which is not presently allowed.

Getting back to your question, the compensatory educational grants, for us or for everyone, I would say for whomever it provides advantage, be it Catholic, private or public.

Senator MATSUNAGA. Thank you, very much.

Turning to the Chapter 2 block grant program, I would like to ask Mrs. Leon and Mr. Kawamoto about the concern for the disbursement of these funds. As I mentioned in my opening statement, there is a proposal to target the program funds to five priority areas, dropouts, gifted and talented, basic skills for secondary students, illiteracy and library, school libraries.

Do you see this restriction as presenting a problem for the continued success of Hawaii's Chapter 2 program? Mrs. Lum.

Mrs. LUM. I feel that restriction in this particular instance would limit some of the areas that we would like to cover. Because of the nature of our program, where much of the money is based on a competitive program, we do try to cover all those areas that you have mentioned if they submit a program for the competitive viewing.

If we had the funds, it would be excellent to include all programs. However, if you are limiting it basically to certain programs, you would, in that same process, limit the others to no help at all.

Senator MATSUNAGA. Mr. Kawamoto, what are your views?

Mr. KAWAMOTO. I would agree with her, too. Each school is very different and what may work for me at Nanakuli Elementary School through career education may not really work that well in a different setting. So I would want to have the funds made available to best meet the needs of that particular school.

I would suspect that a lot of the schools would emphasize projects that hit upon those areas that you just mentioned. But there are others that I feel they could be very concerned with, that they would need the flexibility to use the funds to hit those needs, too.

Senator MATSUNAGA. Well, thank you very much. This has been a most educational session for me. I feel very proud to be a product of the Hawaii public school system, and maybe it's because I'm a Hawaii public school product that I've managed to become a United States Senator. I was especially pleased to hear Sister DeManche express her faith in our public school system. When you were singing praises, Sister, you should have seen the public school officials sitting behind you. What a broad smile they had on their faces.

Thank you, each and every one of you, for coming today. I think it's been a truly enlightening experience for all of us here.

[Additional material submitted for the record follows:]

STATE OF HAWAII
OFFICE OF HAWAIIAN AFFAIRS
1600 KAPIOLANI BLVD., SUITE 1500
HONOLULU, HAWAII 96814
(808) 548-8960

May 26, 1987

The Honorable Spark M. Matsunaga
United States Senator
Room 3104, Prince Kuhio Federal Bldg.
Honolulu, Hawai'i 96850

Aloha Senator Matsunaga:

Thank you for the opportunity to submit this letter on behalf of the Office of Hawaiian Affairs in support of the passage of U.S. Senate Bill 373, the Reauthorization of Chapter 1 and Chapter 2 of the Elementary Secondary Education Act and the Education Consolidation and Improvement Act.

The Office of Hawaiian Affairs was created in 1978 by an amendment to the Hawaii State Constitution. The basis for its establishment, however, dates back to our State Admission Act of 1959. The Act created a public land trust, the proceeds of which were to be used for five purposes. One of the purposes was the betterment of conditions for Native Hawaiians.

As you know, the Office of Hawaiian Affairs is governed by an elected nine-member Board of Trustees. The trustees must be of Native Hawaiian descent and are elected by eligible voters who must also be of Native Hawaiian ancestry. As a result, the OHA trustees are directly accountable to their beneficiaries, the Native Hawaiian people.

In 1979, the State Legislature passed Act 196 which established the basic structure of OHA. This act, which was subsequently codified as Chapter 10, Hawaii Revised Statutes, set out the basic purposes, powers, duties and responsibilities of OHA. For your convenience, a copy of Chapter 10 is attached as Appendix A. Chapter 10 established OHA as the "principal public agency in this State responsible for the performance, development and coordination of programs and activities relating to Native Hawaiians."

Chapter 10 also mandates OHA to serve as a receptacle for reparations and to act as a clearinghouse for federal or state assistance involving Hawaiian programs and projects. OHA is also responsible for advising, informing and coordinating federal, state and county activities relating to Native Hawaiian programs. It is with this role in mind that OHA submits this testimony today.

OHA is very familiar with programs provided by this bill. Our Kupuna (elder) Coordinator has participated in various workshops for title I parent programs in the state. Many of the disadvantaged students covered by the Act are Native Hawaiian. Native Hawaiian students present 22% of our state's public school students, however, they represent 34% of the special education needs population. We believe the reauthorization of these Acts will not only better the conditions of the entire nation but also that of Hawaiians.

'O wau iho no,

Moses Keale

Moses Keale
Chairman
Board of Trustees

MK:rr:lu

Attachment: Appendix A

Senator **Matsunaga**. The subcommittee stands in recess, subject to the call of the Chair.

[Whereupon, at 4:40 p.m., the subcommittee adjourned subject to the call of the Chair.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

FRIDAY, JUNE 26, 1987

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room 430, Dirksen Senate Office Building, Senator Claiborne Pell (Chairman of the Subcommittee) presiding.

Present: Senators Pell and Stafford.

OPENING STATEMENT OF SENATOR PELL

Senator PELL. The hearing of the Subcommittee on Education, Arts and Humanities will come to order.

Today's hearing marks the fifth oversight hearing on reauthorization of the Chapter 1 program. Our previous hearings were here in Washington, and we have held additional field hearings in Rhode Island, Vermont, and Hawaii which have been truly excellent hearings. They have afforded many useful proposals for reauthorization which we are examining very carefully.

At our first hearing on this issue, I mentioned that I have long been concerned that most Chapter 1 programs reach only as high as grade 5 due to funding constraints. The need, however, for compensatory services in secondary schools is as great as in the grade school.

I am very pleased, therefore, that the education component of the Omnibus Trade Bill, which is now being considered on the Senate floor, addresses this need. It provides for a new $400 million authorization for compensatory education programs specifically targeted to secondary students.

With that in mind, we are particularly interested this morning in focusing on the need for early intervention and how we might best address this need in Chapter 1 reauthorization. Before the testimony today of witnesses, as well as their organizations, I would ask my colleague, the ranking minority member, if he would like to make a statement.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. Thank you, Mr. Chairman.

I would like to make a very brief one.

I am pleased to be here today as the Subcommittee on Education, Arts and Humanities convenes to discuss the reauthorization of

Chapter 1 of the Education Consolidation and Improvement Act. The members of this Subcommittee have worked very closely in the past to promote programs which improve educational opportunities for disadvantaged youngsters. I am looking forward to spending as much of the next year as needed rewriting the legislation which created the Chapter 1 program. We must spend time finding out what works, what needs to be improved and how we can reach more needy and eligible children with this vital program.

I am sure that today's witnesses will make a valuable contribution to the reauthorization process, and I look forward to their expert testimony in front of this Committee.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Senator Stafford.

Our first panel, if they will come forward, is Mr. John O'Bryant, Board Member, Boston Public School Committee, National School Boards Association; Ms. Jacqueline Vaughn, Vice President of AFT; Mr. Gary Timmons, Legislative Specialist in Government Relations, National Education Association; Dr. Peg Bigley, Elementary School Counselor, American Association for Counseling and Development, Norristown, Pennsylvania.

The custom of our Committee, as you know, is we print your testimony in full in the hearing record. You deliver the oral presentation for five minutes, and the Committee will ask questions. I would also add that the trade bill I mentioned is being considered on the floor, and we may have to go back and forth for votes. That is another reason I would like to move the hearing along as fast as we can.

Why don't we start with Mr. O'Bryant and then work from left to right.

STATEMENTS OF JOHN D. O'BRYANT, BOARD MEMBER, BOSTON PUBLIC SCHOOL COMMITTEE, NATIONAL SCHOOL BOARDS ASSOCIATION, ALEXANDRIA, VA; JACQUELINE VAUGHN, VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS, WASHINGTON, DC; GARY TIMMONS, LEGISLATIVE SPECIALIST IN GOVERNMENT RELATIONS, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, DC; AND DR. PEG BIGLEY, ELEMENTARY SCHOOL COUNSELOR, AMERICAN ASSOCIATION FOR COUNSELING AND DEVELOPMENT, NORRISTOWN, PA

Mr. O'BRYANT. I would like to thank you and the members of this Committee for this opportunity to speak today.

I am John Dale O'Bryant, representing the National School Boards Association. I am also a school board member from the Boston Public School Committee in Massachusetts.

On behalf of the 95,000 local school board members across the country, I am pleased to testify before the Subcommittee on reauthorization of Chapter 1 and Chapter 2. NSBA strongly recommends that the Committee extend the life of both of these highly successful programs, and we take this opportunity to offer several specific recommendations for improvements. A more detailed discussion of our recommendations is provided in our written testimony which we have submitted for the record.

A consensus has emerged among economists, elected policymakers, like Governors, legislators and school board members, and leaders of business and industry that a strong educational system is essential if our Nation is to overcome the economic and social challenges facing it.

And yet, most local school districts are experiencing increased numbers of students entering with significant impediments to learning that put them at risk of failing to complete their schooling successfully. In fact, of the more than 3.6 million children who began their formal schooling in the United States in September of 1986, 25 percent were from families who lived in poverty, 15 percent were either physically or mentally handicapped, 15 percent were immigrants who speak a language other than English, 14 percent were children of unmarried parents, and a full 25 percent will not finish high school.

Our Nation's schools are faced with the challenge of educating these at risk children. Soon these children will make up one-third of the United States work force that must compete in a marketplace where increased productivity is the key to success. Yet, without an adequate foundation in literacy, computation, and critical thinking skills, these students will be unable to fill the increasingly sophisticated jobs which our Nation's economy now demands.

Fortunately, if adequately strengthened and funded, the Chapter 1 and Chapter 2 Federal education programs can go a long way to meeting the growing needs of disadvantaged youth. The Chapter 1 program is capable or providing remedial education services to millions of additional students. The Chapter 2 program is the perfect vehicle for assisting local school districts to adapt curricula, improve teacher training resources, and acquire the modern technological resources needed to prepare students for the new workplace.

Indeed, the reauthorization of the Chapter 1 and Chapter 2 education programs gives Congress a highly efficient way to intensify our national investment in human resource development and to strengthen our economy.

Several recent national studies have validated the positive experience of local school boards with Chapter 1. The U.S. Department of Education's report on "The Effectiveness of Chapter 1 Services" documents that disadvantaged students have shown significant achievements gains relative to the general population subsequent to the authorization in 1965 of Title I, Chapter 1's predecessor. The study also supports recommendations to expand services to students in more grades or over a greater span of time.

The U.S. General Accounting Office has recently studied the ability of local school districts to target Chapter 1 services according to the criteria in Federal law and regulation. The GAO found that local schools passed with flying colors. The schools correctly selected the neediest children in 94 percent to 99 percent of the cases studied.

Two important conclusions are clear from these studies. Chapter 1 works and is a good investment for scarce Federal education dollars, and local school districts have successfully operated this complex program without extensive State and Federal oversight.

NSBA strongly recommends that the Committee retain the basic legislative purposes and design of Chapter 1 and particularly those provisions which free local schools from unnecessary Federal and State supervision and minimize administrative burdens. However, I would also like to highlight for the Committee several areas where Chapter 1 could be strengthened.

Authorized funding levels. Authorized funding should increase in stages of at least $600 million so that the program will be fully funded by 1993 and can serve all eligible children.

Concentration grants. Provisions to distribute additional grants in an equitable manner to all school districts with high concentrations of poor students should be included.

Pre-school services. A separate authorization of at least $250 million for a program of preschool services for disadvantaged children would be a cost-effective way to expand the Chapter 1 program. But such a program must be at local option because of the high costs of preschool services and the existing unmet needs of the school-aged enrollment.

Secondary services for "at-risk" students. The alarming dropout rates and poor basic skills levels among secondary students require that a separate authorization of funds for secondary students be added to Chapter 1 to focus resources on the problems of these "at-risk" students.

Services for non-public students. NSBA would oppose the use of vouchers as a solution for compliance with the Aguilar decision.

I would like to thank the Committee for this opportunity.

[The prepared statement of Mr. O'Bryant follows:]

#1

NSBA

FEDERAL RELATIONS

Jonathan T. Howe
President

Thomas A. Shannon
Executive Director
Michael A. Resnick
Associate Executive Director
Lynne Glassman
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Katharine L. Herber
Legislative Counsel
Edward R. Kealy
Director, Federal Programs
Dorothy H. Stambaugh
Legislative Assistant

TESTIMIONY

on behalf of

THE NATIONAL SCHOOL BOARDS ASSOCIATION

on

REAUTHORIZATION OF ECIA CHAPTERS 1 AND 2

before the

SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
of the
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

United States Senate
430 Dirksen Senate Office Building

June 26, 1987

Presented by

John D. O'Bryant

Also present for NSBA:

Thomas A. Shannon
Executive Director

Michael A. Resnick
Associate Executive Director

Edward R. Kealy
Director, Federal Programs

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I. INTRODUCTION

I am John D. O'Bryant, representing the National School Boards Association (NSBA). I am also a school board member from the Boston Public School Committee in Massachussetts. I am pleased to have this opportunity to testify before the Senate Subcommittee on Education, Arts and the Humanities. The National School Boards Association is the only major education organization representing local school board members who have the responsibility of governing the nation's public schools. Throughout the nation, approximately 95,000 of these individuals are Association members. Currently marking its forty-seventh year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education.

II. OVERVIEW

NSBA appreciates this invitation by the Committee to testify concerning the reauthorization of Chapter 1 and Chapter 2 of the Education Consolidation and Improvement Act of 1981. **We strongly recommend that the Committee extend the life of these highly sucessful programs and we take this opportunity to offer several specific recommendations to improve them.**

A consensus has emerged among economists, elected policymakers -- like governors, legislators, and school board members -- and leaders of business and industry that a strong educational system is essential if our nation is to overcome the economic and social challenges facing it. And yet, most local school districts are experiencing increased numbers of students entering with significant impediments to learning at a time when the American economy demands a more educated populace. **As a result, federal education programs like Chapter 1 and Chapter 2 are more necessary than ever before to assist local school districts provide a quality education program.** Such a program must:

1) **cope with the special needs of the growing "at-risk" student population; and**
2) **prepare students to find employment and enhance American competitiveness in the world economy.**

The nation must continue to make an investment in the future and in the development of its most precious resource, its young people. Only a well-educated population can build a competitive economy and generate the wealth needed to balance the federal budget.

III. AT-RISK YOUTH AND THE ECONOMY

Local school districts find that increasing numbers of students are entering school with environmental disadvantages that put them "at risk" of failing to complete their schooling successfully. In fact, of the more than 3.6 million children who began their formal schooling in the United States in September of 1986:

- **Twenty-five percent were from families who live in poverty;**
- **Fifteen percent were either physically or mentally handicapped;**
- **Fifteen percent were immigrants who speak a language other than English;**

- **Fourteen percent were children of unmarried parents; and**
- **A full twenty-five percent will not finish high school.**

Our nation's schools are faced with the challenge of educating these "at-risk" children. Soon these children will make up one third of the U.S. workforce that must compete in a world marketplace where increased productivity is the key to success. Yet without an adequate foundation in literacy, computation, and critical thinking skills, these students will be unable to fill the increasingly sophisticated jobs which our nation's economy now demands. Instead of contributing to the nation's future economic growth, the "at-risk" population can easily become a major drain on the vitality of our economy. The personal costs to the children themselves are both incalculable and tragic.

IV. RELEVANCE OF CHAPTER 1 AND CHAPTER 2 EDUCATION PROGRAMS

The dimensions of the problem of "at-risk" youth, combined with our loss of competitiveness in the world economy and the threat of a declining standard of living, make it clear that the role of the federal government in education is in the long-term national interest. **Fortunately, if adequately strengthened and funded, the Chapter 1 and Chapter 2 federal education programs can go a long way to meeting the growing needs of "at-risk" youth.** The Chapter 1 program is capable of providing remedial education services to millions of additional students. The Chapter 2 program is the perfect vehicle for assisting local school districts to adapt curricula, improve teacher training resources, and acquire the modern technological resources needed to prepare students for the new workplace. **Indeed,**

the reauthorization of the Chapter 1 and Chapter 2 education programs gives Congress a highly efficient and effective way to intensify our national investment in human resource development and to strengthen our economy.

V. EFFECTIVENESS OF CHAPTER 1

Over twenty years of positive experience at the local level has convinced school board members that the Chapter 1 program is an effective way to address the needs of educationally disadvantaged students. The program has compiled a solid record of improving student achievement through a variety of supplemental remedial strategies in districts ranging from large urban and suburban systems to small rural schools.

Several recent national studies have validated the experience of local school boards. **The U.S. Department of Education's report on "The Effectiveness of Chapter 1 Services" documents that disadvantaged students have shown significant achievement gains relative to the general population subsequent to the authorization in 1965 of Title I, Chapter 1's predecessor.** It also states that the data "would support" efforts to expand services to students in more grades or over a greater span of time.

The U.S. General Accounting Office (GAO) has recently studied the ability of local school districts to target Chapter 1 services according to the criteria in federal law and regulation. The GAO found that local schools passed with flying colors. **The schools correctly selected the neediest children in 94 percent to 99 percent of the cases studied.**

Two important conclusions are clear from these studies:

1) **Chapter 1 works and is a good investment for scarce federal education dollars.**
2) **Local school districts have successfully operated this complex program without extensive state and federal oversight.**

In fact, the major limitation on the effectiveness of the Chapter 1 program has been the inability of school districts to serve all eligible students in need of services due to the lack of federal funding. Chapter 1 serves only about 45 percent of all eligible children. At least another 5.5 million children go unserved. As a result, school boards have had to concentrate services in specific areas to maintain the quality of the program. Thus, 76 percent of the children served are in grades K-6; 75 percent receive reading instruction, but only 46 percent math; and less than 17 percent receive support services like guidance counseling or health services.

VI. CHAPTER 1 RECOMMENDATIONS

NSBA strongly recommends that the basic legislative purposes and design of Chapter 1 remain as currently authorized. In particular, the Committee should retain those provisions which free local schools from unnecessary federal and state supervision and minimize administrative burdens. However, I would also like to highlight for the Committee several areas where Chapter 1 could be strengthened. A more detailed discussion of our recommendations for both Chapter 1 and Chpater 2 is provided in the appendix to this testimony.

1. **Authorized funding levels.** Authorized funding should increase in stages of at least $600 million annually so that the program will be fully funded by 1993 and can serve all eligible children.

2. **Concentration grants.** Provisions to distribute additional grants in an equitable manner to all school districts with high concentrations of poor students should be included.

3. **Pre-school services.** A separate authorization of at least $250 million for a program of pre-school services for disadvantaged children would be a cost-effective way to expand the Chapter 1 program. But such a program must be at local option because of the high costs of pre-school services and the existing unmet needs of the school-aged enrollment.

4. **Secondary services for "at-risk" students.** The alarming dropout rates and poor basic skills levels among secondary students require that a separate authorization of funds for secondary students be added to Chapter 1 to focus resources on the problems of these "at-risk" students. However, in contrast to the provisions in Chapter 3 of S. 406, NSBA recommends that grants be made available to all districts through the basic grant allocation formula. A statewide competition would be a disadvantage to those poorer and more sparsely populated districts that cannot afford to hire grant-writer specialists.

5. **Services for non-public students.** NSBA would oppose the use of vouchers as a solution for compliance with the Aguilar decision. However, NSBA would support provisions for reimbursement to local school districts for

related capital expenses if services to public school students would otherwise be reduced.

6. **Parent assistance activites.** Chapter 1 should authorize the use of funds for activities which assist parents to reinforce classroom instruction and motivation for learning with their children.

7. **School board member involvement.** School board members should be explicitly included in all review panels or advisory bodies in order to add the special perspective of the local policy makers to the Chapter 1 program.

VII. EFFECTIVENESS OF CHAPTER 2

Evaluation studies have consistently shown that the Chapter 2 program has been highly successful at reducing the paperwork and regulatory burden on local school districts while increasing local participation in school improvement projects. School board members know that the Chapter 2 program has been the primary resource available to their school districts to respond quickly to emerging local needs and to calls for school reform. Local school districts have used Chapter 2 funds for a wide variety of high priority school improvement projects including: introducing modern technology, such as microcomputers and videodiscs, into the classroom; modernizing science curricula; facilitating school desegregation; training teachers in effective classroom management; upgrading library resources; and initiating innovative programs for the gifted and talented.

The flexibility of this program and its quick responsiveness to local needs have been the keys to its success. During the last six years Congress has debated the merits of new federal programs such as drop out prevention, drug education, computer literacy, foreign languages, and gifted and talented education. In the meantime, local school boards have been able to use Chapter 2 funds to initiate programs in all of these areas. On the other hand, in districts which did not have these particualr needs, local schools were able to direct the funds to more relevant local educational objectives.

Certainly, over the next six years, new educational needs will emerge long before Congress is able to address them. Chapter 2 will be the ideal resource for local school districts to update their educational programs in response to the changing demographics of student enrollment and to the new challenges facing our students in the workplace.

VIII. CHAPTER 2 RECOMMENDATIONS

NSBA believes strongly that Chapter 2 should maintain its character as a program capable of responding quickly and flexibly to emerging local priorities for school improvement. Our specific recommmendations are:

1. **Targeting.** Chapter 2 funds should not be targeted to a short exclusive list of national priorities. NSBA believes that major national priorities for educational improvement, such as illiteracy or dropout prevention, should be addressed by categorical federal programs with sufficient federal funds to make a real impact on them. Congress should not use national priorities to restrict the Chapter 2

concept which allows local school board members to determine how best to use federal funds for school improvement.

2. **State set-aside.** The Chapter 2 statute should clearly identify and limit the expenditures from the 20 percent state set-aside to be used for state administration of the program. It should also include definitions which distinguish between state administrative activities and state technical assistance activities to improve education in local schools.

3. **Non-public school allocations.** Non-public schools should share in high cost factor allocations only to the extent that their students meet high cost criteria. Currently, non-public schools must receive the same per-pupil allocation as the public schools.

4. **Funding Authorization.** The Chapter 2 program should be authorized at least at $1 billion annually or $20 per pupil. Currently, the program provides an average allocation of about $10 per pupil, which limits the effectiveness of the program.

IX. CONCLUSION

With significant increases in funding and the adoption of specific recommendations noted above, the Chapter 1 and Chapter 2 programs can be the backbone of the federal government's effort to prepare our citizens for the challenges of living and competing in the world of the future. We appreciate the commitment of this committee to the educational needs of public school students and we look forward to a strengthened federal commitment to education as the result of your work. Thank you for the opportunity to testify today.

NSBA'S RECOMMENDATIONS FOR REAUTHORIZATION OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981

June 1987

I. Recommendations for Chapter 1

1. Basic Purposes and Design

NSBA strongly recommends that the basic legislative purposes and design of the Chapter 1 program remain as currently authorized. Over twenty years of positive experience at the local level has convinced school board members that the Chapter 1 program is an effective way to address the needs of educationally disadvantaged students. The program has compiled a solid record of improving student achievement through a variety of supplemental remedial strategies in many different types of school districts.

2. Authorized Funding Levels

NSBA recommends that authorized funding be set at levels that are adequate to serve all students at all grade levels projected to be eligible during the years for which the program is authorized. Chapter 1 has been chronically underfunded and its authorization levels capped resulting in only 40-50 percent of the eligible students receiving services. Increasing dropout rates and unemployment statistics among disadvantaged youth make full funding of this effective program a top priority for reauthorization.

3. Freedom from Federal Supervision

NSBA strongly endorses the reauthorization of those provisions of Chapter 1 which eliminate unnecessary paperwork, free schools from unnecessary federal supervision, direction, and control as well as from overly prescriptive regulations and administrative burdens which are not necessary for fiscal accountability **(Sec. 552)**.

4. Local Discretion in Targeting

NSBA also strongly endorses the reauthorization of those provisions which allow for local discretion in targeting educational services to educationally disadvantaged students consistent with the purposes of the Act **(Sec. 556[d])**.

Furthermore we recommend that Congress reject changes to the statute which would require local districts to target program services in an overly narrow, rigid and prescriptive manner without regard for the negative effects on the quality of the educational program which the district could otherwise provide to educationally disadvantaged students. For example, spreading program resources to reach all the lowest scoring students at all grade levels in an eligible school rather than selecting particular grade levels to concentrate services would quickly dilute the impact of the Chapter 1 program -- unless the program is fully funded. It should also be noted that since Chapter 1 is a supplemental program, it cannot hope to substitute for the full range of services which the lowest scoring disadvantaged students may require and which districts may choose to provide through more intensive local and state-funded programs.

NSBA believes that increasing targeting restrictions to make the program more "efficient" is self-defeating since the trade-off is likely to be decreased program flexibility and effectiveness. A debate over targeting student services should not substitute for a legislative commitment to provide the fiscal resources needed to fund properly a quality education program for all eligible students.

5. **Concentration Grants**

Research has documented that educationally disadvantaged students often have the greatest needs in areas of high concentrations of poverty. NSBA supports special targeting of a portion of compensatory education funding to such school districts. However, any such provision should be carefully crafted to distribute funds in an equitable manner to all school districts with high concentrations of poor students. In particular, the current statute **(Sec. 117)** should be revised to make eligible those districts which may meet the concentration grant test but are denied funding because they are located in a larger county area which does not meet the test.

6. **Authorization of Pre-school Services for Disadvantaged Children**

The effectiveness of early intervention among pre-school disadvantaged children at risk of educational failure is well documented. However, although the long-term benefits of providing such services appear attractive, the short-term costs are high and are typically not eligible for state aid based on school-age Average Daily Attendance (ADA). The financial implications of initiating pre-school services on a large scale when so much of the school-age program is underfunded are of great concern to many local school boards.

Therefore, NSBA recommends that provisions be added to Chapter 1 **(Sec. 555)** which authorizes pre-school services that are completely discretionary on the part of the school district; that participation age be a matter for local discretion but be limited to three to five years olds; and that services to disadvantaged pre-school children be considered as separate and unrelated to targeting requirements for the school-age program. Without such restrictions school districts may be forced to serve fewer school-age children in order to provide more expensive services to pre-schoolers.

NSBA would oppose any linkage of pre-school services to the school-age program which is to the disadvantage of a school district that chooses not to participate. Any pre-school services should be funded through a separate authorization in addition to current service levels for all eligible school-aged children.

7. Other Services for At-Risk Students

The changing demographics of the American school enrollment are presenting local school boards with increasing numbers of students at risk of educational failure as a result of poverty, single parent homes, new immigration patterns, and other social problems. As such students reach the secondary grade levels, they are often at risk of dropping out before graduation.

NSBA recommends that provisions be added to Chapter 1 **(Sec. 555)** which authorize and encourage additional services particularly for at-risk students at the secondary level to prevent dropping out and that such services be funded with a separate authorization.

8. Authorization of Secondary Students Tutoring Activities

Research and practice have demonstrated the value of successful students assisting other students with learning tasks through tutoring -- both the tutor and tutee benefit. NSBA recommends that provision be made for the "recruitment (including the provision of stipends to low-income disadvantaged students), training, and supervision of secondary level students as tutors for Chapter 1 participants to assist on homework assignments, reading lessons, and other activities designed to foster learning and good study habits." **(Sec. 555[c]).**

9. Schoolwide Projects

The flexibility provided to local school districts to initiate schoolwide projects to upgrade the entire educational program in schools in attendance areas with a very high proportion of disadvantaged students is a very valuable provison in current law **(Sec. 133)**. Of special value is the exemption from the requirements to document compliance with the supplement not supplant rule. However, NSBA recommends that the threshold be lowered form 75 percent to 60 percent and that the test be applied to the attendance area or the school enrollment, whichever is greater.

10. Authorization of Parent Assistance Activities

Much research has also shown that the educational progress of disadvantaged children can be greatly improved if parents or guardians are active and supportive in the child's education. However, in many cases the parents themselves may need assistance to provide this support. Therefore, NSBA recommends that provisions be added to allow local school districts to use Chapter 1 funds for "child-centered parent education services, in-home activities that reinforce classroom instruction and student motivation, parent resource centers, and other activities to assist parents to participate productively in the school programs provided for their child." **(Sec. 555[c])**.

11. Services for Non-Public Students.

The results of NSBA's survey of local school districts concerning the impact of Aguilar v. Felton on delivery of services to non-public school students indicated that most school districts had successfully implemented alternative programs during 1986-87. However, certain districts with large concentrations of non-public schools did experience serious problems with the high costs and logistics of providing adequate neutral sites for non-public students particularly since such costs reduced Chapter 1 funds that would otherwise be available for instructional services for public school students.

Therefore, NSBA recommends that provisions be added that authorize additional funds for the necessary logistical costs of providing services to non-public school students in a constitutional manner when, without such funds, services to public school students would be reduced or adversely affected. **(Sec. 557[a])**.

12. Limitations on State Rule-making Authority

NSBA endorses the reauthorization of the provisions in Chapter 3 of ECIA, which limit state rule-making authority to state audit and financial responsibilities **(Sec. 591[d])**. However, we also recommend that language be added whereby a state may not issue regulations, guidance or interpretations which prohibit activities not specifically prohibited in the federal statute, regulations, or guidance. In addition, the Secretary should be required to periodically collect and review all regulations and guidance issued by states concerning Chapter 1 to determine whether the states are in compliance with **Sec. 591[d]** and to what extent regulation and guidance is inconsistent across states and detrimental to the purpose of the statute.

13. Vouchers

NSBA remains firmly opposed to the use of vouchers or compensatory education certificates for the delivery of remedial services to non-public school students. Therefore, NSBA recommends the exclusion of any provisions which authorize non-public school vouchers as an alternative service delivery method.

14. Innovation and Dissemination

NSBA recommends that the statute authorize local school districts to reserve a small proportion of their grant allocation to fund, at local discretion, innovative Chapter 1 activities and dissemination of successful Chapter 1 practices.

15. Local Impact Study

As Congress makes revisions in the statute and new regulations are promulgated on the federal and state levels, it is important to monitor the impact of such changes on the ability of local school districts to implement the program effectively. NSBA recommends that Congress authorize a study of such impacts which will: 1) measure changes in administrative and paperwork burdens; 2) determine dysfunctional impacts on local initiative; and 3) provide for Congressional review of the results of the study.

16. School Board Member Involvement

Provisions to encourage greater participation and involvement in Chapter 1 program development of administrators, teachers, parents and community members should also seek to intensify the commitment of the local policy makers -- the school board members. NSBA recommends that school board members should be explicitly included as members on all review panels or advisory bodies created by the reauthorization.

II. Recommendations for Chapter 2

1. Basic Purpose and Design

NSBA strongly recommends that the basic legislative purposes and design of the Chapter 2 program remain as currently authorized. NSBA would oppose the conversion of Chapter 2 to a limited list of federal categorical program purposes or activities.

In particular, NSBA endorses the reauthorization of that part of the Statement of Purpose which provides that grants be used in accordance with the education needs and priorities of local education agencies as determined by such agencies. **(Sec. 561[a]).**

In the experience of local school boards, the Chapter 2 program has proven itself to be a highly effective way to provide federal assistance to address a broad range of local school improvement priorities that otherwise could not be dealt with. Rather than convert Chapter 2 from a local school improvement program to a program focused on limited federal priorities, NSBA recommends that new federal initiatives be separately authorized and funded.

2. **State Set-asides**

NSBA recommends the inclusion of provisions concerning the authorized use of Chapter 2 funds reserved for states that identify and limit expenditures for general management and program administration. The provision should include standard definitions that distinguish between state administration and support activities and state technical assistance activities to improve the quality of education programs in local schools **(Sec. 564[a])**.

3. **Funds for Non-public Schools**

NSBA recommends the removal of provisions authorizing the funding of non-public schools **(Sec. 586[a][1])**.

Chapter 2 shifted funds from public school programs to non-public school programs as a result of consolidation and the Chapter 2 funding allocation formula provisions. In addition, public schools are inevitably entangled in the operations of the non-public schools in order to fulfill their requirement to "provide secular, neutral, and non-ideological services, materials and equipment." At a minimum, non-public schools should share in Chapter 2 funds only to the extent that their students meet the criteria of the high cost factors in the state Chapter 2 allocation formula.

Senator PELL. Thank you very much, Mr. O'Bryant.

Ms. Vaughn.

Ms. VAUGHN. Good morning, Mr. Chairman and Committee members.

As Vice President of the American Federation of Teachers, which is an international union of more than 630,000 members, I welcome the opportunity to come before you and to express our concern and urge support for the reauthorization of the Educational Consolidation and Improvement Act.

We ask that our printed testimony be made a part of the printed record.

In the few moments we have here, I would like to share some of our concerns and highlight some recommendations that the American Federation of Teachers has in asking that this legislation be reauthorized. For instance, we are asking and recommending that, if available funds are made possible, the schools with over 60 percent or more disadvantaged students be allowed to run a Chapter 1 compensatory education program schoolwide. We feel that this schoolwide approach should be tried and could result in programs that have a more coordinated, comprehensive approach to compensatory education.

We also strongly support a new concentration grants program. Such a program would be a demonstration of our highest literacy priority. We recommend that there be a comprehensive evaluation of Chapter 1 programs to help focus compensatory education programs on the programs that work best.

In addition to supporting educational enrichment for the disadvantaged, we feel the Federal role in education for the rest of this century must include a greatly expanded and improved research function. We feel that a small but necessary investment in the research capability of the Department of Education is needed to make sure that efforts to assist disadvantaged students do not founder because of a lack of qualified teachers or a misunderstanding of the real problems that need to be focused upon.

We in the AFT are hopeful that Chapter 1 would be expanded through improved preschool and secondary education. Research data have shown those children who were exposed to both preschool and Chapter 1 experiences learn much more effectively in the schools than when they are not given that experience, and there is a significant drop-off.

We are also concerned that the Chapter 1 provisions have additional research to assist in helping school districts address a very serious dropout issue. This capability will help develop recommendations that will address that problem.

A similar thing that concerns us is the controversy that is around whether or not there will be a shortage of teachers within the next 10 years. Our facts and the data indicate that the shortage of teachers is imminent. The AFT feels that a strengthened Federal research effort would help to make sure that educational policymakers know what is necessary to do to attract new teachers to the profession and retain and reward the dedicated career professionals who have been working in the system.

We also support the authorization of $30 million to help pay the costs resulting from the Supreme Court's Felton decision. Our union has long supported compensatory education for needy children who attend non-public schools. We realize that the additional costs of providing assistance due to Felton are burdensome.

At the same time, the AFT urges that the Administration's voucher plan not be included in this bill. While it may be appealing, the practical matter is that the voucher system is not a fair and effective manner of doing what we want. It is essentially the same as a tuition tax credit and, in that case, it will not provide additional educational opportunity for those students who most especially need it.

We feel it is crucial to reauthorize Chapter 1 and urge your continued support and express our appreciation for both the public and the organizations that have demonstrated their interest in continuing Federal involvement in education.

Thank you very much.

[The prepared statement of Ms. Vaughn follows:]

TESTIMONY OF JACQUELINE VAUGHN
VICE PRESIDENT, AMERICAN FEDERATION OF TEACHERS
BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION, ARTS & HUMANITIES
ON S-594, THE E.C.I.A. AMENDMENTS OF 1987
June 29, 1987

Mr. Chairman and Members of the Committee: I am Jacqueline Vaughn, Vice President of the American Federation of Teachers, an international union of more than 630,000 members. The AFT represents teachers, paraprofessionals and other classified school employees, all of whom have a great interest in your deliberations on the reauthorization of the Educational Consolidation and Improvement Act.

There have been times in our history when federal leadership in education made a significant difference. Prior to 1965, the single greatest involvement of the Federal Government in education came through what was known as the World War II G.I. Bill of Rights. In 1965 a major step forward was taken when President Johnson signed the Elementary and Secondary Education Act into law.

S. 594 will build on what the 1965 Act began. We strongly support the thrust of S-594 and urge the Senate to pass this vital bill as soon as possible. As we approach the 21st Century, it is again time to make an investment in education that will not only serve the students who benefit directly from it, but will also benefit our entire society. Unless we can utilize the contributions of virtually every member of the next generation, our country may cease to prosper and for the first time relinquish its leadership role. We know that in the years ahead there will be intense competition for college graduates because the generation coming of age is significantly smaller than previous generations.

The Federal Government has a major role to play in providing increased educational opportunities for all students and especially for those students who have traditionally been out of the college bound pool. If the Federal Government does not fulfill its role, we may well be faced with an economy hamstrung due to a shortage of qualified people. All of the concerns expressed over American "competitiveness" will come to nothing without an educational strategy designed to reach students who have previously fallen by the way.

For the past six years, education has remained in the province of the Federal Government only because of bipartisan support in the Congress for a continued Federal role in education. We acknowledge the debt that education has to the members of this committee--Republicans and Democrats--who fought to preserve Federal programs at a time when the Reagan Administration aggressively sought ways to reduce or eliminate most education programs. Reauthorizing E.C.I.A. is another opportunity to rebuild federal support for education.

While some of the pressing issues in education do not lend themselves to Federal solutions, others, such as assuring access to quality education for the disadvantaged, are clearly appropriate for Federal involvement. The major Federal role, providing educational enrichment for the disadvantaged and the handicapped, is still unfulfilled. We believe that in the next two years Congress should focus its attention on improving and funding programs such as Chapter I.

The AFT recommends that attention be paid to restoring and expanding the Chapter I program, which has been hamstrung over the past six years by pressures generated by the budget deficit. I urge that Chapter I be reauthorized with a substantial increase in authorized spending. The financial support of compensatory education provided by Chapter I is crucial to our country if we are to meet the challenges that confront us. Data proves that disadvantaged students who have been fortunate enough to attend a Head Start program and a Chapter I program do significantly better in school than their peers who were not able to participate in these programs. We recommend that Chapter I be expanded to create a preschool education program to function alongside the Head Start program so that every child who is educationally at risk will be assured of a good start in school. We note that H.R. 5 which passed the House of Representatives by a vote of 401-1 provides an authorization to start a preschool program, the so called "even start" proposal. The AFT supports this beginning, although we would like to see more than $50 million authorized to begin this needed initiative. We urge that the Senate Education Subcommittee authorize a similar program in S-594.

Chapter I is virtually non-existent at the high school level. Research tells us that gains made in the Chapter I program are partially lost when students go on to high school and lose the support Chapter I provides. We therefore support the establishment of Chapter I programs at the high school level. A phase-in may be required if budgetary restraints so require, but within three years we urge a full Chapter I program for high school students in need of such a program. Providing Chapter I from preschool to high school would close the gap that currently exists for disadvantaged youngsters.

Schoolwide Projects--Concentration Grants

We recommend that schools with 60 percent or more disadvantaged students be allowed to run Chapter I Compensatory Education programs schoolwide. The schoolwide approach should be tried; it could result in programs that have an economy of scale which permits a more coordinated and comprehensive approach to compensatory education. AFT strongly supports a new concentration grants program. Enactment of a new concentration grant is one of our highest legislative priorities. The AFT also recommends a major evaluation of the Chapter I program to help focus compensatory education programs on the strategies that work best.

In addition to supporting educational enrichment for the disadvantaged, the federal role in education for the rest of this Century must include a greatly expanded and improved research function. A small but necessary investment in the research capability of the Department of Education is needed to make sure that efforts to assist disadvantaged students do not founder because of a lack of qualified teachers or a misunderstanding of the real problems faced by our school systems.

We in the AFT are hopeful that Chapter I with a new preschool and secondary school focus will have a positive effect on one of the AFT's greatest concerns, the problem of dropouts. We know what happens to the lives of students who do not finish school, yet nothing is being done on a national level that would help school districts meet their dropout problems head-on. In addition to the new Chapter I provisions, we ask that more research be done on the dropout issue. Expanding the research capability of the Department of Education is a must in the fight against dropouts. We applaud the steps taken in this committee to address the drop-out problem yet, more information about the real scope of the drop-out problem is needed.

In a similar vein, there is much controversy about teacher shortages over the next ten years. Some have offered the opinion that there may not be a teacher shortage at all. All the facts available to the AFT indicate that a teacher shortage is imminent. A strengthened federal research effort is needed to make sure that education policymakers know what they must do in the teacher training area.

Non-Public Schools

The AFT supports the authorization of $30 million to help pay the costs resulting from the Supreme Court's Felton decision. Our union has long supported compensatory education for needy children who attend non-public schools. We realize that the additional costs of providing assistance due to Felton are burdensome and should be offset.

At the same time we urge that the Administrations' voucher plan not be included in this bill. Vouchers have a surface appeal that disappears when the practical matters of how to make a voucher fair and effective are examined. To the AFT, a voucher is essentially the same as a tuition tax credit, except that in the case of Chapter I, vouchers would undermine a program that works. Vouchers are not a method of improving compensatory education and we strongly urge to keep vouchers out of Chapter I.

The reauthorization of Chapter I is crucial to any effective strategy for our nation's schools. If our nation is to continue its leadership role in the world we must take steps now that will maximize the contribution of all our citizens.

Education is an investment that pays dividends to our country. Now is the time to make sure our investment is adequate to meet the great challenges ahead. Education is the key to global competitiveness, military strength and domestic prosperity. The 100th Congress must reaffirm our nation's long tradition of commitment to education and thereby to our nation's future. Reauthorizing Chater I is an important step toward fulfilling both the Federal commitment to education and our nation's needs.

Thank you.

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Senator PELL. Thank you, Ms. Vaughn.

Mr. Timmons.

Mr. TIMMONS. Mr. Chairman, Senator Stafford, I am Gary Timmons. I am a legislative specialist in Government Relations with the National Education Association.

I appreciate this opportunity to talk with you about the reauthorization of the Education Consolidation and Improvement Act and other important Federal elementary and secondary education programs.

Our Nation's future is linked to the success of our public schools, and the future of our public schools is linked to the success of Federal education programs, including Chapter 1, Chapter 2, impact aid, bilingual education, and programs for Native Americans, immigrants and adults. Each of these Federal education programs is designed to overcome inequities of resources or abilities, and each is unique and essential. Therefore, they should all be reauthorized in such a way that they are expanded and enhanced.

Chapter 1 should be permanently authorized. My written statement addresses each of these programs, and I would like to ask for its inclusion in the record of this hearing, and to highlight some specific areas of need in the ECIA.

Too much erosion of the levels of services in these programs has been allowed to occur. Each must be expanded to fully meet the needs of students who are eligible and who need the assistance these programs provide.

Chapter 1 programs should be created to meet the needs of preschool and high school students and to address the growing national problem of students who drop out of school before graduation. As Congress determines the future structure of these programs, we ask that you remember that learning takes place in the classroom, not in the offices of State or Federal education agencies. There is an appropriate and important role for States in monitoring and providing technical assistance to Chapter 1 programs, for example, but nothing in Chapter 1 should compromise the ability of local schools to operate and improve Chapter 1 programs.

Coordination among Federal programs must be enhanced and the funding for these programs should be provided directly to local educational agencies for classroom instruction. They should include incentives for optimum class size and should require high standards of certification and training for professional educators.

Federal law must be consistent with the constitutionally mandated separation of church and State. Public funds should be spent for public schools, private funds for private schools.

Classroom teachers must be full partners in the development and implementation of all Federal education programs. In addition, the families and the communities these programs serve must have opportunities to take part in the development of these programs.

Finally, the success of these programs depends on continuity, predictability, and stability. Studies of Chapter 1 have revealed that academic gains of participating students depend on consistent and sustained effort. That is why it is so important that Congress provide adequate resources to maintain educational services over a number of years to all students who can benefit from participation.

Mr. Chairman, as a public school teacher, I experienced firsthand the sense of frustration that is a fact of daily life for all teachers attempting to cope with the urgent needs of disadvantaged students. I regret to say my teacher colleagues and I failed to help some of these students. That is not because of a lack of recognition of their special needs or of an unwillingness to try to meet those needs, but it is simply the result of inadequate resources to cope with their sheer numbers.

Mr. Chairman, many communications have come in to NEA from our members since Congress began to address the reauthorization of these critical education programs, and I have been struck by that same sense of frustration and urgency. Teachers and other educational professionals and support staff have the desire and know how to help special students. What they desperately need are the tools and resources to ensure that all of them are adequately served. No savings are ever achieved by shortchanging education. Investing in education can prevent the need for more expensive remedial programs in future years.

It is possible to achieve both full equity and excellence for all students in the American public education system. Our Nation has the highest standard of living of any society in history. We are a Nation with aspirations for continued progress in the future. We have the vision, the resources, the energy, and the creativity to make that progress. But if we ignore the millions of American children whose educational needs are still not met, we set the stage for catastrophe.

In order to sustain the kind of opportunity, security and advancement the American people expect, it is necessary to build a strong foundation for the future. Education is that foundation, and we strongly support your efforts to sustain and expand on the framework these programs provide.

Thank you.

[The prepared statement of Mr. Timmons follows:]

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LEGISLATIVE INFORMATION

TESTIMONY
OF THE
NATIONAL EDUCATION ASSOCIATION

ON

THE REAUTHORIZATION OF
EXPIRING ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

BEFORE THE
EDUCATION, ARTS AND HUMANITIES SUBCOMMITTEE
OF THE
LABOR AND HUMAN RESOURCES COMMITTEE
U.S. SENATE

PRESENTED BY
GARY TIMMONS
NEA LEGISLATIVE SPECIALIST

JUNE 26, 1987

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Mr. Chairman and Members of the Subcommittee:

I am Gary Timmons, a legislative specialist with the National Education Association. NEA includes among its 1.9 million members instructional and support staff of our nation's elementary, secondary, vocational, and postsecondary education institutions. I am pleased to talk with you today about the reauthorization of the Education Consolidation and Improvement Act and other important federal elementary and secondary education programs.

Over the next 18 months, the 100th Congress will examine a number of issues of great importance to our nation's future -- issues concerning nearly every facet of our national life. But perhaps no other action Congress will take will be more critical to our nation's economic, social, and national security than renewing the national commitment to these essential education programs.

In 1983, the National Commission on Excellence in Education warned of the serious implications that deficiencies in American education have for our national life. It called on all segments of our society -- students, parents, educators, and local, state, and federal government officials -- to work toward the common goal of improving education. Since that time, most states and localities have undertaken initiatives to improve the quality of education at every level. And now the reauthorization of these expiring programs provides an opportunity for the federal government to take a comprehensive look at how federal education programs can more fully contribute to the education reform effort.

Clearly, if the United States is to regain its preeminence in the international economy, the federal government must play an active role in assisting state and local governments to ensure that educational excellence and equity are a reality for all students. NEA believes Congress should take this opportunity to strengthen those programs which form the core of our national education policy: programs which extend access to quality education for all students, regardless of economic circumstances, ethnic or racial background, native language, or handicapping condition.

If we are to address our national goals in the future, we must address the needs of at-risk students now. The report of the Carnegie Forum on Education and Economy persuasively argues that the U.S. workforce cannot and will not work cheaply enough to compete with the labor forces of Singapore, Taiwan, and South Korea. Instead, if we wish to maintain or improve our present standard of living, we must work ''smarter.'' That means providing the finest educational opportunities possible, not only for those from the mainstream of American life, but for all. To sustain economic vitality and national security, all Americans must gain the ability, the skill, and the capacity to work smarter.

These federal education programs are crucial to the achievement of our twin goals of excellence and equity in education for all students. Chapter 1, Chapter 2, Impact Aid, Bilingual Education, Indian Education, Immigrant Education, Adult Education, and the Education for Economic Security Act, among other federal programs, are inextricably linked to the success of public education and of our nation. NEA is proud to have participated in the creation of these programs and of our role in helping them succeed.

NEA members believe in the necessity for a strong federal role in education to provide for equality of opportunity, to promote excellence, and to supplement limited state and local resources. An investment in education programs represents a crucial investment in the economic and national security of our nation. Without question, the strength and vitality of the American people are our strongest defense against external attack or internal decline.

Each of these federal education programs is designed to overcome inequities of resources or abilities, and each is unique and essential. Therefore, they should all be reauthorized, expanded, and enhanced. America's schoolchildren are well served by a high level of coordination among the several programs, as opposed to a simple consolidation of funding.

Each of these programs deserves funds sufficient to meet its goals. While there have been numerical gains in the funding levels for many of these programs, there has been a dramatic decline in the overall level of services provided to students. Yes, quality education costs. But an investment in education is an investment in the human capital on which our nation's future depends.

As with any investment, how the money is spent is as important as how much. We urge you to see that funding for these programs is provided directly to local education agencies for provision of classroom instruction. Incentives for optimum class size should be included, as should components which require appropriate training and high standards of certification for professional educators in these, as in all, education programs.

Classroom teachers must be full partners in the development and implementation of all federal education programs. In addition, the families and the communities these programs serve must have opportunities to take part in the development of these programs.

There is an appropriate role for states in monitoring and providing technical assistance to Chapter 1 programs. But the emphasis should remain on the local level as the site where programs are operated and problems should be solved.

Further, we believe that federal laws must be consistent with the constitutional separation of church and state, and therefore public funds should be spent for public schools, private funds for private schools.

Finally, the success of these programs depends on continuity, predictability, and stability. Consistency is a vital component of the effectiveness of these programs in achieving their ultimate aim: the academic success of the participants. The creation of ECIA in 1981 radically changed the structure of most federal elementary and secondary education programs. Additional changes have been made through reauthorization over the past five years. We urge the Subcommittee to take this opportunity to evaluate these changes in full. We encourage the Subcommittee to examine these programs in terms of their effectiveness and to resist any attempts to make changes in these programs to address political -- rather than educational -- needs or to make any changes simply for change's sake.

Chapter 1

Every day, programs under Chapter 1 of the Education Consolidation and Improvement Act make a dramatic difference in the lives of American schoolchildren. Again and again, studies of Chapter 1's effectiveness have documented dramatic academic gains of participants. There is ample evidence that Chapter 1 is an effective strategy for keeping disadvantaged students in the mainstream of our society.

Chapter 1 represents almost half of the total federal commitment to elementary and secondary education resources. Nationwide, more than five million students are served in local Chapter 1 programs. But, tragically, too few of the students who need compensatory education services have access to the programs. In 1980-81, more than six million students were served in Chapter 1 programs. In 1985-86, only about five million of the eligible students were served. The Library of Congress estimates that at present some 15 million students are eligible and in need of compensatory education services.

This is not just a head count. We are talking of human minds. Congress has the opportunity to reverse this decline in service levels by recommending authorization levels for Chapter 1 that fully meet the needs of America's disadvantaged students. Moreover, given the vast differences in the ability of state and local school districts to provide quality educational opportunities to disadvantaged students, Chapter 1 should be permanently authorized.

Every parent knows there must be stability in school, as in a home, for a child to grow and to learn. To maintain that stability, we must stop the roller coaster of first attention and then neglect to education. Stability in our nation's schools requires funding that allows them to attract and retain quality professional and support staff, and to obtain quality materials, equipment, and facilities for each successive class. A recent U.S. Department of Education study pointed out that the academic gains of participants in these programs requires ongoing reinforcement to be sustained. But far too often, school districts can afford to provide compensatory education programs only at certain grade levels. In addition to supporting the provision of resources to sustain consistent academic gains for those currently served, we also support the creation of new programs for preschool and secondary students, including counseling programs to enhance dropout prevention efforts.

Despite the success of existing Chapter 1 programs, the Reagan Administration has again proposed vouchers in lieu of Chapter 1 services. The voucher scheme would undermine the foundations of Chapter 1's success -- smaller class size, more time on task, and greater access to instructional equipment. Since many school districts could not maintain compensatory education programs if the eligible students were scattered to various public and nonpublic schools, parental choice would be eroded -- not enhanced -- by providing vouchers over Chapter 1 services.

Vouchers for elementary and secondary education services are bad public policy, bad social policy, and bad educational policy. In our view, the federal government has a responsibility to make every effort to see that all disadvantaged students have access to the help they need to reach their full potential. And we believe that goal can be achieved only when Chapter 1 programs have the funds to maintain quality staff and material resources. Vouchers for elementary and secondary education must be rejected.

Rather than looking at ways to encourage students to abandon public schools, the federal government should continue its effort to improve public education at every level. Every effort should be made to expand and enhance services to students who are currently eligible for Chapter 1 services. We therefore oppose any changes that would allegedly target services by limiting the eligibility of needy students. Providing concentration grants to assist severely disadvantaged school districts would be a much more effective means of targeting Chapter 1 resources to those who need it most.

All existing Chapter 1 programs should be maintained, including those serving migrant and handicapped students and students residing in state institutions, which the Administration recommends eliminating.

Further, we urge your support for model projects to promote greater cooperative efforts between teachers and families, such as Sen. Bill Bradley's Family-School Partnership Act, S. 1157. We call on you to support its inclusion in the Chapter 1 reauthorization bill.

Chapter 2

NEA strongly supports the provision of federal resources to help equalize educational opportunity throughout the country. Chapter 2 block grants have been used by virtually all local school districts to support school improvement. But since the enactment of Chapter 2, there has been a dramatic reduction in educational resources through block grants compared to Chapter 2's antecedent programs. Measured against FY80 funding levels, local school districts have lost some $750 million in spending power in this area of the federal education budget.

As a result, scant resources are provided under Chapter 2 to support education improvement and reform efforts. In fiscal year 1985, Chapter 2 funds represented an average of about $7 per student, or .002 percent of the national per pupil average expenditure.

Given the limited resources provided through block grants, we believe the federal government should take steps to assure the effective use of these funds by establishing greater direction and accountability. While NEA supports maximum local flexibility in the use of federal funds in order to adapt to local needs, it is essential that these federal funds be consistent with important national priorities.

In order to accomplish the stated purposes of the block grant approach, the federal government should provide funding sufficient to make a significant impact on school improvement efforts, and at the same time identify -- using national research -- those areas which are the most critical to our nation's future.

We urge you to authorize adequate funding for educational programs under Chapter 2, take steps to assure that block grant funds are used for direct classroom instruction, and establish guidelines that balance local flexibility and national priorities.

Impact Aid

The Impact Aid program, established in 1950 to help local school districts educate federally connected children, is necessary to compensate for two kinds of unique situations. First, the presence of tax-exempt federal installations -- such as military bases, government office buildings, Indian lands, or low rent housing -- limits the ability of a school district to generate revenue from local sources. Second, federal activities can bring about a greater demand for services by causing an influx of federally connected children.

The federal government has a direct responsibility to provide assistance both for 1) children from families who live and work on federal property and 2) children from families whose parents either live or work on federal property.

Local school districts are highly dependent on local revenues. Nationally, public schools derived 43.4 percent of their revenue from local sources in 1985-86. Impact Aid payments are not a supplement. Rather, they provide a crucial economic underpinning that allows federally impacted school districts to provide a quality education to all children in the school district. And yet resources for federally impacted school districts have been drastically reduced since 1981. In contrast to other education programs, which were reduced by seven to 10 percent, Impact Aid was cut by more than 40 percent. In addition, the Reagan Administration has recommended elimination of Impact Aid `B` payments each year since 1981, a recommendation Congress has consistently, and wisely, rejected.

When Congress does not provide sufficient resources for Impact Aid payments, the consequences for educational quality are severe. Impact Aid payments go directly to the general operating budgets of recipient school districts to offset the effects of federal activities. They may be used for the same purposes as local revenues. Reductions in Impact Aid result in increased class size, and insufficient textbooks and inadequate learning tools -- in short, a reduction in educational opportunity for all students within an impacted district.

Unlike most other elementary and secondary education programs, Impact Aid payments are funded on a ``current'' year basis. Since quality education depends on adequate planning -- including arrangements for staffing patterns, equipment, and materials -- current year funding for Impact Aid can seriously disrupt the operation of local school districts.

We urge this Subcommittee to include a provision for forward funding of Impact Aid as a part of the reauthorization. We urge you to continue payments under all existing categories of Impact Aid, and to ensure that these categories receive adequate funding. In addition, we ask that you adopt language to provide 100 percent of entitlement for school districts which share boundaries with a military reservation and provide 100 percent of entitlement for school districts which have more than 50 percent federally connected pupils.

Bilingual Education

Prior to the enactment of the Bilingual Education Act of 1968, few schools had comprehensive programs to assist students who could speak or read little or no English.

Bilingual education is an important part of our national commitment to excellence and equity for all students. But there has been a long-term erosion of federal support for bilingual education at the time the need is greatest. Too little attention has been devoted to fully meeting the instructional needs of students with limited proficiency in English.

Only a fraction of the students who could benefit from these programs have access to appropriate assistance. There are an estimated 2 million students with little or no proficiency in English, and yet at its height in the 1980-81 school year, federal bilingual education programs served approximately 340,000. In the 1986-87 school year, however, federal resources for bilingual education were provided to serve only 215,000, or about one-tenth of those who need assistance.

The purpose of bilingual education is to move students into the mainstream of the schools and of society. Without early assistance, too many limited-English-proficient students risk falling farther and farther behind in all instructional areas.

Bilingual and English-as-second-language programs are both unique and necessary, and both should include as a goal functional proficiency in English, with emphasis on the development of those basic language skills essential to the pursuit of all other disciplines. While these programs should stress the development of exit criteria to facilitate moving the students into a total English program, no students should be moved into or maintained within the total English program until they have demonstrated the ability to function in such a program.

At the same time that the need for bilingual education programs far outstrips available resources, many school districts face shortages in qualified bilingual education teachers. There is an urgent need for increased federal assistance for training and retraining programs for bilingual education teachers to help them keep pace with the growing number and linguistic diversity of students with limited proficiency in English entering the public schools.

Recently, this Committee proposed removing the 4 percent cap on alternative programs for bilingual education. We support federal assistance for pilot projects to seek the most effective ways of assisting students with limited English-language skills, but we do not support this change and oppose any effort to fund alternatives at the expense of students currently benefiting from dual language instruction.

Immigrant Education

The Immigrant Education program provides assistance to school districts enrolling substantial numbers of immigrant children and addresses the special needs of school districts that cannot be met from existing funds. Often, a school district cannot counter the effects of a sudden influx of immigrants into the area the way normal demographic projections can be used to plan hiring, construction, and other needs. In many cases, there is a lag between the time immigrant families move into an area and the time those families begin to hold fulltime employment, pay property taxes, and otherwise contribute to the tax base which supports a local school district.

As long as the political and economic climate in the world around us remains uncertain and as long as the United States remains a haven of political freedom and economic opportunity, there will be a steady flow of immigrants into this country that will necessitate the continuation of this program. Adequate funds must be provided to prevent any disruption in the quality of education in impacted school districts.

Adult Education

Programs under the Adult Education Act provide instruction or services to adults to continue lifelong learning, gain high school equivalency, or overcome illiteracy. The federal investment in programs under the Adult Education Act helps individuals develop skills which enable them to function effectively in society.

Approximately 2.6 million Americans participate in federally assisted adult education. Almost 300,000 adults earn a certificate of high school equivalency each year. Of the participants in adult education programs, some 70 percent are served in adult basic education programs comparable to elementary education.

The United States is unique, in many respects, and deserves high praise for its attitude toward lifelong learning. Because of our egalitarian traditions, Americans have made special efforts to provide individuals a second chance when circumstances or choice have taken a person outside the main educational track. Adult education programs provide individuals an opportunity to correct past mistakes, to take advantage of changes in their condition, or to achieve newly set, higher personal goals.

Special efforts have been made in recent years to address the problem of adult illiteracy. Given its economic and social consequences, and its potential impact on succeeding generations, adult illiteracy is a problem our nation cannot afford to neglect. The American economy is shifting from a manufacturing base to a knowledge-intensive base, and the skills that were considered satisfactory 25 or even 10 years ago are no longer sufficient to be effective in our nation's workforce and in our democratic institutions. To address our nation's literacy needs, all segments of society must participate in a concerted effort to provide opportunities for educationally disadvantaged adults.

Adult illiteracy also has significant implications for our effort to improve public education at all levels. The support of parents and families in enhancing the learning process that takes place in the public schools depends on parents and families having the skills to help their children, particularly young children. Research shows that children of nonreading parents are likely to be nonreaders themselves.

All existing programs authorized under the Adult Education Act should be maintained. Further, we urge you to authorize adequate resources to support those programs and provide resources necessary to combat adult illiteracy.

Magnet Schools

There is no question that the integration of our nation's schools over the past three decades has had numerous benefits for our society. School desegregation has fostered greater understanding among American citizens of diverse backgrounds and has relaxed racial tensions in this country.

But the integration of our nation's public schools, and our society as a whole, is far from over. In fact, in some areas of the country, school policies have led to the resegregation of some schools.

The Magnet Schools Assistance Program, developed in 1984 as a reenactment of the Emergency School Aid Act, provides grants and technical assistance to allow local educational agencies to promote certain schools as education centers. These Magnet Schools are intended to promote voluntary desegregation efforts by offering a special curriculum capable of attracting students of different backgrounds. They have been a creative and useful tool for enhancing educational quality and diversity, at the same time working positively to integrate school districts.

The Magnet Schools Assistance Program has proven it can increase student motivation, parental involvement, and multicultural understanding, and help to relax racial prejudice. However, the resources provided under the Magnet Schools program do not fully address the need for additional federal resources to aid local school integration efforts.

NEA urges this Subcommittee to take steps to maintain federal assistance for the existing education centers under the Magnet Schools program. We urge you to ensure that Magnet Schools do not divert materials and resources from other schools. And we call on Congress to help enhance educational equity by providing additional resources to help local school districts bring about the full integration of our schools.

Conclusion

The warning of President Lyndon Johnson that we ''cannot afford the great waste that comes from the neglect of a single child'' is no less true today that when it was first uttered two decades ago. And yet, despite the great strides we have made toward providing full educational opportunity, there are still too many children who fall through the cracks because of a lack of resources and programs to meet their needs.

Our nation has the highest standard of living of any society in history. We are a nation with aspirations for continued progress in the future. We have not only the vision, but also the resources, the energy, and the creativity to make that progress. But if we ignore the millions of American children whose educational needs are still not met, we set the stage for catastrophe.

In order to sustain the kind of opportunity, security, and advancement the American people expect, it is necessary to build a strong foundation for the future. Education is that foundation, and we strongly support your efforts to sustain and expand on the framework these programs provide.

Thank you.

Senator PELL. Thank you very much, Mr. Timmons.

Dr. Bigley.

Dr. BIGLEY. Good morning, Mr. Chairman, Senator Stafford.

My name is Dr. Peg Bigley. I am an elementary school counselor from Norristown, Pennsylvania, and I speak to you today on behalf of the American Association for Counseling and Development.

AACD is composed to 57,000 counselors and human development professionals who are involved in education, mental health, rehabilitation and other human services. In addition, our division of school counselors, the American School Counselor Association, is the largest body of its type in the world.

Mr. Chairman, we thank you for the opportunity to address the Committee with our views on Chapter 1 programming, and we appreciate your support of those school programs which provide the opportunities for the economically and educationally depressed,

Federal programs over the past three decades have increased the level of education among our Nation's children, as well as improving the level of training and expertise of school counselors, teachers and administrators. It was the National Defense Education Act which propelled the profession of school counseling to new levels, and it was the Elementary and Secondary Education Act, now ECIA, which sought compensatory education for the disadvantaged. Recent legislation has addressed new problems which appear very much on the rise, such as school dropouts, teen pregnancy, youth suicide, and substance abuse, to name a few.

Counselors are at the front line of these crisis situations, especially in dealing with young people. We believe that today's students are faced with increasing pressures, academically and socially. While these trends can be seen in all socioeconomic groups, these stress points are much greater among those who are less fortunate, namely, the educationally and economically disadvantaged.

Mr. Chairman, there are many children who will never reach their full potential without services such as Chapter 1. Our Association views Chapter 1 programs as the keystone in building a foundation in which to maximize the potential of many disadvantaged students in our country. We believe that there are many more youngsters who could benefit from Chapter 1 programs, and we encourage the Subcommittee to expand both the focus and the authorization levels so that we can work to alleviate the crises I mentioned earlier.

The school counselor is an integral member of a school's education team with both teachers and administrators. However, their unique role allows them to stand at the gateway to other helping professions. The school counselor can be called upon to connect students with resources who can help to diffuse potential crisis situations such as the school psychologist, the school social worker, and the community mental health counselor.

As an elementary school counselors, I can tell you that the problems experienced by youngsters aged 4 to 12 are such that it is imperative that we, as a Nation, look at how best to help these students who are crying out assistance. If we do not start early, we will be perpetuating increase dropout rates, eventual unemployment, possible incarceration, and perhaps suicide.

The Chapter 1 programs need to be able to expand their scope to include additional counseling services in order that we provide an environment which allows a student to focus on improving their reading, mathematics and other language skills.

Recent data indicates that more than 770,000 students received some type of service from pupil personnel under Chapter 1 funding. Our Association strongly would encourage the Subcommittee to maintain this provision in the reauthorization. However, we would also ask that the Subcommittee review the assessment procedure so that data collection could more accurately reflect the types of services provided by pupil service personnel and those who actually provide services.

We would encourage a definition for pupil services personnel which clarifies the role of these professionals, and we have included in our written text recommendations for such a definition as well as changes in the current authorization which would help to clarify the role of counselors and other pupil services personnel.

Mr. Chairman, Senator Stafford, the American Association for Counseling and Development supports Chapter 1. We like what it is has done for disadvantaged children. However, in order to continue to assist our young people, we also need to look at today's society and analyze the problems our children are experiencing. An environment which is conducive to learning the basics, encourages their career aspirations and assists them in reaching their full potential is what we would like to see.

Our Association stands ready to assist you in whatever way possible, and we again share with you our gratitude for allowing us to testify today.

I thank you.

[The prepared statement of Dr. Bigley follows:]

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Serving the counseling,
guidance and human
development professions
since 1952.

Testimony

of

Dr. Peg Bigley
Elementary School Counselor
Norristown, Pennsylvania

on behalf of the

American Association for Counseling and Development

Before the

United States Senate

Subcommittee
on
Education, Arts and Humanities

June 26, 1987

Washington, D.C.

American Association for Counseling and Development is Committed to Equal Opportunity

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AACD is comprised of 57,000 counselors and human development professionals who are involved in education, mental health, rehabilitation and other human services. In addition, our division of school counselors, the American School Counselor Association is the largest body of its type in the world.

Mr. Chairman, we thank you for the opportunity to address the committee with our views on the Chapter One program, and we appreciate your support of those school programs which provide opportunities for the economically and educationally disadvantaged.

Federal programs over the past three decades have increased the level of education among our nation's children, as well as improving the level of training and expertise of school counselors, teachers and administrators. It was the National Defense Education Act which propelled the profession of school counseling to new levels, and it was the Elementary and Secondary Education Act (now ECIA) which sought compensatory education for the disadvantaged. Recent legislation has addressed new problems which appear on the rise, such as school dropouts, teen pregnancy, youth suicide, and substance abuse to name a few.

Counselors are at the frontline of these crisis situations, especially in dealing with young people. We believe that today's students are faced with increasing pressures---academically and socially. While these trends can be seen in all socioeconomic groups, these stress points are much greater among those who are less fortunate, namely, the educationally and economically disadvantaged.

Mr. Chairman, there are many children who will never reach their full potential without services such as Chapter One. Our association views Chapter One programs as the keystone in building a foundation in which to maximize the potential of many disadvantaged students in our country. We believe that there are many more youngsters who could benefit from Chapter One programs, and we encourage the Subcommittee to expand both the focus and the authorization level so that we can work to alleviate the crises I mentioned earlier.

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As an elementary school counselor, I can tell you that the problems experienced by youngsters aged four to twelve are such that it is imperative that we, as a nation, look at how best to help these students who are crying out for assistance. If we do not start early, we will be perpetuating increased dropout rates, eventual unemployment, possible incarceration, and perhaps, suicide.

Chapter One programs need to be able to expand their scope to include additional counseling services in order that we provide an environment which allows a student to focus on improving their reading, mathematics and other language skills.

Recent data indicates that more than 770,000 students received some type of service from pupil personnel under Chapter 1 funding. Our association strongly would encourage the Subcommittee to maintain this provision in the reauthorization. However, we would also ask that the Subcommittee review the assessment procedure so that data collection could more accurately reflect the types of services provided by pupil service personnel, and those who actually provide services.

We would encourage a definition for pupil services personnel which clarifies the role of these professionals such as the following:

> "The terms "Pupil services personnel" and "pupil services" mean school counselors, school social workers, school psychologists, and other qualified professional personnel involved in providing assessment, diagnosis, counseling, educational, therapeutic, and other necessary services as part of a comprehenisive program to meet student needs, and the services provided by such individuals."

In addition, we would recommend the following changes to the current authorization :

In section 552 ("Declaration of Policy"), after the word "teachers", insert the words "counselors and other pupil services personnel."

In section 556 ("Aproval of Applications"), in item (b)(3), after the word "teacher", insert the words "counselors and other pupil services personnel."

In section 559 ("National Assessment of Compensatory Education Assisted Under This Chapter"), in item (a), we would add number (9) to include "counseling and other pupil personnel services delivered".

In section 559, ("National Assessment of Compensatory Education Assisted Under This Chapter"), in item (a)(8), we would include an assessment by the Office of Educational Research and Information of the level and quality of counseling, information and related services available to students making the transition from secondary to postsecondary education.

Mr. Chairman and Members of the Subcommittee, the American Association for Counseling and Development supports Chapter One. We like what it has done for disadvantaged children. However, in order to continue to assist young people, we also need to look at today's society and analyze the problems our children our experiencing. An environment which is conducive to learning the basics, encourages their career aspirations, and assists them in reaching their full potential is what we would like to see.

Our association stands ready to assist you in whatever way possible, and we again share with you our gratitude for allowing us to testify today.

Thank you.

Senator PELL. Thank you very much, Dr. Bigley.

I would like to address a question to Ms. Vaughn.

Do you support the proposed National Board for Professional Teaching Standards?

Ms. VAUGHN. Our organization, the American Federation of Teachers, does support the concept of the National Standards Board.

Senator PELL. They do support it?

Ms. VAUGHN. Yes, sir.

Senator PELL. What about the NEA?

Mr. TIMMONS. Mary Futrell, our National President, has been active in policies surrounding the Board, and we also support it.

Senator PELL. Are some of you familiar with the idea of an optional test that could be given to students across the country?

Ms. VAUGHN. A national test that would be given to individuals who are entering the profession which would give them an opportunity to demonstrate their proficiency and their knowledge of the skills and a test——

Senator PELL. A test for the students, the seniors in high schools, that would be developed according to certain standards set by public educators.

Ms. VAUGHN. Well, that is a topic of discussion among the various locals in our organization. Many are in favor, but there are some questions as to whether or not such tests would work to the disadvantage of those students who have not had equal opportunity for training in the kinds of test items that would be included, unless the tests have a great deal of teacher participation and input from those kinds of persons.

Senator PELL. It would be strictly optional.

Mr. Timmons.

Mr. TIMMONS. I do not think we have come to a final determination on such a test. In some ways, I think it is an appealing idea. I think our position at NEA through the years has been to support programs to increase student achievement and accomplishment at all levels, and I think we share Ms. Vaughn's concern that a test administered in such a fashion, just at the point of graduation, would put certain students at a severe disadvantage.

Senator PELL. Do either of you wish to comment?

Dr. BIGLEY. Mr. Chairman, I have a concern about testing of an end product, I really do. I think that testing should be at earlier points, and we do have such a program in Pennsylvania and remediation is provided at lower levels which makes more sense.

Senator PELL. Another question that concerns me, I am struck by the fact that our school year is much shorter than that of any of our competitors. The United States is 180 days of school a year. The Soviet Union, 210, 30 more that the United States; Japan, 195, 15 more; East Germany, 210, 30 more; Canada, 200, 20 more. So what would be the reaction, do you think, to enlarging or extending the number of teaching days in the school year say to maybe 210? I would like to get the reaction of each one of you.

Dr. BIGLEY. The simple extension of the school year sounds very good. We still need improvement in remediation, and I do believe that comes first.

Senator PELL. Talk a little louder.

Dr. **Bigley**. We need an improvement in our remediation techniques and extension of remediation techniques before the extension of the school year itself would be a priority.

Senator **Pell**. What?

Dr. **Bigley**. Before the extension of the school year is a priority, I believe that we need improvement in our remediation techniques. I cannot see that children nor parents would have an objection to an extended school year.

Senator **Pell**. Mr. Timmons.

Mr. **Timmons**. Mr. Chairman, as you know, that extension of the school year was one of the possible solutions pointed to in the National Commission on Excellence in Education in 1983, and we think that it has some merit and it deserves some investigation. I think we share the concern that, by itself, the extension of the school year is certainly an inadequate measure and that there has to be some ample attention paid to just how that time is going to be spent.

Senator **Pell**. Ms. Vaughn.

Ms. **Vaughn**. We in the American Federation of Teachers leaving that issue up to the individual locals. However, interestingly enough, in my own school district, we are engaged in collective bargaining where that issue was a subject of negotiations yesterday, wherein we could determine ways to develop programs that could be put into place that would extend past the regular school year, which were designed to improve the services to the students, to upgrade the students skills and give them more time to develop proficiency in such areas as math, reading, science. In addition to that, we are concerned that there be a continuation or expansion of those special education programs that are considered ongoing programs. Research has shown that those students who have a concentrated amount of individualized instructions for a 10-month period and have a two-month lapse often lose the gains that they have made in that 10-month period during the "summer recess."

So, within our school district, we are looking at this seriously and trying to find out whether it would be cost effective for the students as well as for the professionals who would be providing the service, if it is on a voluntary basis, and whether or not special programs would be made available. We've discussed similar 45/15 attendance plans that were not successful over the long run.

School districts, however, are at a disadvantage because they do not have the funding that is necessary to put an extended school year into place. During extremely hot climate in non-air conditioned facilities less learning takes places in such settings.

Senator **Pell**. Mr. O'Bryant.

Mr. **O'Bryant**. I was going to indicate that is one of our major concerns, the funding for the extended school year.

In our district in Boston, we have extended the school day in three special programs that we have. We have also provided Saturday classes for students. One of the serious problems we are running into in our district is the fact that many of our students are below the poverty level and they very much depend on working after school and working on Saturdays and, as a result, we are not getting the kind of response from our students, from the Saturday program in particular, as we probably would be getting if they did not have some of the unique problems that students going to school in the city have. We certainly are looking at that on the basis for the entire school system, because these three programs we have going are pilots.

We have found, in fact, that additional time on tests with additional resources provided has made the difference and has made an impact on the scores of those students who participated in the program. So if the resources are made available, we certainly would be happy to look at that as a consideration.

Senator **Pell**. Thank you very much.

Senator Stafford.

Senator **Stafford**. Thank you, Mr. Chairman.

I suppose society has changed a great deal in the last 50 or 100 years. At least, in northern New England, I think the length of the school year was determined by the time the crops started to ripen. Most of the students had to stop education to help their parents get in hay, oats, potatoes and so on. That may be where the shortness of the school year began, at least in the Northern States.

I know it is a vacation for some, but times have changed so much and there are so few farmers comparatively in operation now that it is hardly a reason for the length of the school year being determined on that basis today.

Mr. O'Bryant, as a member of the board in the City of Boston, do you know of a community or a business partnership program at your local schools which benefits Chapter 1 students?

Mr. **O'Bryant**. Yes, very much so. We are very fortunate that, first of all, we had Judge Garrity as the judge responsible for desegregating our schools because he presented us with a very comprehensive desegregation plan.

From the very beginning, Judge Garrity asked the business community to be involved in our desegregation process, and with the involvement of the business community, it got very much vested in the school programs. Subsequently, today, they have decided to embark upon a new approach, educational excellence, and we currently have over a $10 million endowment which we draw from for all of our programs within the city as a result of the business community recommending to the chamber and the members that they put money into the endowment. We expect that endowment to grow to $16 million.

In addition to that, we have had come to this community a program called Project Access which provides counseling by an outside agency to all students, and it also provides financial aid. They call it last dollar financial aid. These counselors help to put a financial aid program together for the students, and whatever the gap is, they attempt to fill that gap, whether it is a thousand, 2,000, 3,000. So the business community in fact has made a very good contribution to the public schools in Boston.

Senator **Stafford**. Thank you. That's very encouraging. I am glad to hear it.

Ms. Vaughn, what are your thoughts on increasing parental involvement in the schools? How should we best accomplish this in our reauthorization?

Ms. **Vaughn**. That is a key concern in our area, particularly at the State level.

Senator **Stafford**. Pull the mike up a little closer.

Ms. **Vaughn**. The increased involvement of parents is a key concern in our area at the State level as well as the local level, so much so that legislation has been proposed which would give greater participation to the parents and the schools. The school district in Illinois and the Chicago area have had to take exception to the proposed legislation because it was designed to bring the parents in to participate in a role far greater than we felt they had the expertise to do.

So we have proposed instead, that having parents should be invited to come in and tell educators what curriculum should be taught and who should be teaching it, and who should be hired to work in schools in the school system; we argued that parents should be encouraged to come to school and become more familiar with the school curriculum through the local school administration; by working with and consulting with the professionals, teachers and school-related personnel; and by learning to help to develop programs, and become familiar with the selection of textbooks and the programs that are going to be put in place.

We have in our area, a structure identified as a Local School Improvement Council that has just been approved by the local school board. We are proposing that the boards, through their collective bargaining processes, work with the teacher organizations, the school administration and the parent groups to develop a model that will increase parent participation in school decisionmaking. We feel that all successful gains in the educational process must include a greater involvement and participation from knowledgeable parents in the program.

Senator **Stafford**. Thank you very much.

Mr. Timmons, you talk about early preschool education programs under Chapter 1. Of course, we already have Headstart and we have some difficulty getting anywhere near enough money for the programs we have.

How would you coordinate between Headstart and preschool Chapter 1 programs?

Mr. **Timmons**. Mr. Chairman, I know I mention the other body here at my peril, but I would like to point to some activities of the House Committee relative to that, being the Evenstart program offered by Congressman Goodling. We think that that preschool approach to Chapter 1 education which involves not only preschool students but parents of the students who are many times having literacy problems of their own has much to recommend it, and I would recommend the coordination provisions within Evenstart.

I understand such legislation has been introduced or is about to be introduced over here. And we are certainly interested in that.

Senator **Stafford**. All right. Mr. Timmons, is the best way of rewarding success to States to reserve a portion of their funds for this purpose, or should funds be reserved at the local education agency level?

Mr. **Timmons**. I think you can anticipate my answer, Senator Stafford. We like to see those incentives preserved at the local level. I think there is a balance that needs to be struck here, of course, and obviously a monetary reward for success is probably what is being discussed, but you wind up in a situation, I think, of possibly rewarding districts that are succeeding at the expense of districts that are not succeeding and can use the extra funds to improve their situations. We are working with the Committee to try to strike that balance.

Senator **Stafford**. Thank you.

Dr. Bigley, things such as family relationships, substance abuse, single-parent households add to the burdens that the children bring with them into the process of the learning environment.

Have these additional pressures possibly stunted their academic growth.

Dr. **Bigley**. I think in the last 10 years there are more and more children who are coming to school after having prepared the younger ones to come in, seen that they are dressed and have breakfast and get everybody off to school, and the child who is acting as parent may be eight, nine or 10 years of age and be getting off a kindergarten or a first grader. So they come in with that.

There is drug abuse among our parents in Norristown, and the children have been placed in foster homes, maybe several foster homes, so they come with an uprootedness and a lack of organization in their lives that is a burden. When they come in with these worries, then they are supposed to sit down and learn to read and write and count, and it is a burden.

We have done something in our district where I go out to homes and try to help parents to see what is needed, to help them with parenting processes and then connect them with appropriate community agencies, but somebody has to make that first step of going out and saying to the parent that this is available to you, and that is, I think, a function of counselors.

Mr. **O'Bryant**. I would like to add something to the statement I made previously.

I have been on the Boston Board for 10 years now, and it has been very clear to me over the past 10 years that the gap is ever widening in terms of services that are being provided to poor students. I have been working with the National School Board Association's Counsel of Urban Boards of Education. It is very clear that there is a certain trend in the cities that makes it very difficult for various school boards to provide services.

I am very concerned about the fact that some may think because the business community is providing us with extra resources—that some may think that is meeting the need. In the City of Boston, we are currently serving only 20 percent of all of the children eligible for Title I services, and the reason why we are only at 20 percent at this point is because, over the past 10 to 12 years, most of those families that had adequate resources looked for other alternatives to public education and, as a result, we went from approximately 35 to 40 percent of our school population being at the poverty level or below to about 80 to 85 percent of our school population being at or below the poverty level. Consequently, we have not been able to provide adequate services because the funding has not been adequate.

I do not want to leave the impression that the business community in their activities, in their endowments with the Boston school system is adequate. It is clearly not adequate and we certainly have many, many needs as a result of the families moving out and more poor children being within the system. I think that is very critical.

Senator **Stafford**. Thank you, Mr. O'Bryant.

Thank you, Mr. Chairman.

Senator **Pell**. Thank you, Senator Stafford.

Thank you very much, panel.

At this point, without objection, we will insert in the record testimony from the Americans United for Separation of Church and State; the National Congress of Parents and Teachers; and from Ms. Virginia G. Tinsley.

[The statements cited above follow:]

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TESTIMONY OF:

LEE BOOTHBY
Legal Counsel

for

AMERICANS UNITED FOR SEPARATION OF
CHURCH AND STATE

to

THE SUBCOMMITTEE ON EDUCATION, ARTS,
AND HUMANITIES

Your voice in the battle to preserve religious liberty

Mr. Chairman and Members of the Subcommittee:

My name is Lee Boothby. I am legal counsel for Americans United for Separation of Church and State. We appreciate this opportunity to comment on S.373, a bill reauthorizing Chapter 1 and Chapter 2 aid-to-education programs.

Americans United is a 40-year-old organization dedicated exclusively to maintaining and promoting the free exercise of religion and its First Amendment corollary, separation of church and state. We draw our membership from individuals of conservative and liberal political persuasions as well as the full spectrum of religious faiths. But what unites our members is their steadfast commitment to the idea that separation of church and state is good for religion and good for government.

Throughout our history, Americans United has been closely involved in both state and federal litigation concerning public aid to private religious schools. Currently, we are providing legal counsel in five lawsuits in federal court challenging the improper use of Chapter 1 and Chapter 2 funds to subsidize religious education. In the course of these legal actions and others Americans United has become thoroughly versed in the constitutional case law affecting parochiaid.

In light of that commitment, we would like to offer several comments about the current congressional efforts to reauthorize the Chapter 1 and Chapter 2 programs. To begin with, we commend the Congress for its repeated refusal to incorporate any sort of voucher scheme into the federal aid-to-education programs. Such schemes -- whether they are called "vouchers", "compensatory education certificates", or "parental grants" -- clearly infringe on the constitutional principle of church-state separation. Public funds cannot be appropriated for parochial schools, directly or indirectly.

The federal education programs currently in operation attempt to avoid church-state problems by directing assistance to nonpublic school "children" rather than the nonpublic "schools" themselves. The reauthorization legislation now being studied by this Committee, S.373, is apparently intended to continue that "child benefit" policy.

However, we suggest several amendments to the current language of the bill to avoid serious constitutional difficulties. Those sections and subsections are listed below as well as their page and line numbers.

SECTION 104(C) PROGRAM DESCRIPTION

This provision describes the use that a local educational agency (LEA) may make of Chapter 1 funds. This section provides:

> Such programs and projects may include the acquisition of equipment and instructional materials, employment of special instructional and counseling and guidance personnel, employment and training of teacher aides,

> payment of teachers of amounts in excess of regular salary schedules as a bonus for service in schools serving project areas, the training of teachers, the construction, where necessary, of school facilities, other expenditures authorized under this title as in effect September 30, 1982, and planning for such programs and projects.

I would add to the foregoing paragraph at page 7, line 2 the following additional language:

> ...provided, however, that no funds may be used to provide services, equipment or instructional materials on the premises of any sectarian organization or institution or upon any site that is physically or educationally identified with any sectarian institution.

There has been some confusion as to where Chapter 1 services may be provided for students attending nonpublic schools. In the United States Department of Education's August, 1985, "Questions and Answers," Secretary Bennett defined "premises" to include "sites that are neither 'physically nor educationally' identified with the functions of the private school." In Wolman v. Walter, 433 U.S. 229 (1977), the Court spoke of sites that are "neither physically nor educationally identified with the function of the nonpublic school." Id. at 246-47.

In Aguilar v. Felton, 105 S.Ct. 3232 (1985), the Court uses various terms such as "in parochial schools," "on the premises of parochial schools," and "private school buildings." Dissenting Justice O'Connor speaks of "portable classrooms just over the edge of [sectarian] school property." In discussing the facts in Aguilar, the Court makes a reference to Grand Rapids School District v. Ball, 105 S.Ct. 3216 (1985), which was decided the same date as Aguilar. The Court concluded in Grand Rapids that "in both cases, publicly funded instructors teach classes composed exclusively of private school students in private school buildings." Grand Rapids involved, among other things, a lease of nonpublic school classrooms by the public schools. In Wamble v. Bell, 598 F.Supp. 1356 (W.D. Mo. 1984), the court specifically held that remedial services could not be delivered on the premises of parochial schools.

In Wolman, supra, the Court upheld a statute which provided for delivery of auxiliary services to parochial school students off the premises of parochial schools. The Court ruled that the providing of these services would not pose constitutional danger "so long as these types of services are offered at truly religiously neutral locations." Id. at 247. It was anticipated that some of these services in Wolman would be provided in mobile units. However, the Ohio statute had not been implemented at the time of the Court's decision so there was no record as to exactly how and where these mobile units would be used. Therefore, the Court did not rule on the issue of whether mobile units would always be neutral sites. It said:

> At the outset, we note that in its present posture the case does not properly present any issue concerning the use of a public facility as an adjunct of a sectarian educational enterprise. The district court construed the statute, as do we, to authorize services only on sites that are "neither physically nor educationally identified with the functions of the nonpublic school." 417 F.Supp., at 1123. Thus, the services are to be

> offered under circumstances that reflect their religious neutrality.

Id. at 246-47. The inescapable implication of this statement is that the constitutionality of delivering services in mobile units cannot be determined without reference to where those units are located.

The Department of Education now argues that the dangers recognized in Felton and Wamble in having remedial services provided on the premises of pervasively sectarian institutions have been eliminated by removing the instruction to another part of the parochial school property or to a location just a few feet off the school property. Such technical remedies do not solve the problem or conform to the letter or spirit of those two decisions. Consistently, the concern of the courts has been the powerful effect of a pervasively sectarian atmosphere, not legalistic notions of title to property.

Furthermore, the risk of religious indoctrination by public employees is not the only way that on-premises delivery of educational services violates the Establishment Clause. "Government promotes religion as effectively when it fosters a close identification of its powers and responsibilities with those of any - or all - religious denominations as when it attempts to inculcate specific religious doctrines." Grand Rapids School District v. Ball, 105 S.Ct. 3216, 3226 (1985). The Court in Grand Rapids found that signs posted outside classrooms in parochial schools designating the room as a public school classroom were a "powerful symbol of state endorsement and encouragement of the religious beliefs taught in the same class at some other time of the day." Id. at 3227. In many ways, the parking of mobile units at the front door of a parochial school provides a more powerful and certainly visible manifestation of a symbolic union between church and state. A message is conveyed not only to those who attend the school but to all who pass by. "The religious school appears to the public as a joint enterprise staffed with some teachers paid by its religious sponsor and others by the public." Felton, 739 F.2d at 68.

The providing of on-site or curbside service exclusively for the benefit of parochial schools and their students at the expense of public school students constitutes "aid to parochial schools...likely to spark political disagreement from taxpayers who support the public schools, as well as non-recipient sectarian groups...." Aguilar v. Felton, 105 S.Ct. at 3240-41 (Powell, J., concurring).

In any event, the new legislation needs to clearly spell out the fact that Chapter 1 services must be at truly neutral sites rather than being provided at what amounts to an annex of the parochial school.

SECTION 105(e) PARENTAL INVOLVEMENT

This subsection requires an LEA to convene annually a public meeting to which all parents of eligible students are to be invited to explain to the parents the programs and activities provided with funds made available under this title. If the parents desire further activities the LEA may upon request provide reasonable support for such activities.

In House Bill No. 5 there is a similar provision for parental involvement. In my judgment, this is a very important section. This same section was in the previous legislation, and lip service was paid to it. However, the United States Department of Education's Secretary Bennett has given much more emphasis to requirements in other portions of the law which relate to consultation with private school officials. The net result has been that the representatives of private school children have usually wound up being officials of the nonpublic schools whose interests may not only not be the same, but may actually be in conflict.

The only way to justify the providing of Chapter 1 services to nonpublic school students is on a child benefit theory. However, the Department of Education has always relied on the decisions of the parochial school officials to decide the type of services that will be provided to the nonpublic children and in fact whether the children will receive any Chapter 1 services or not. Up to this point the parochial schools have basically decided whether or not their children will participate. In fact, it should be the parents of the children who decide this matter.

For this reason, I would suggest that §105(e) be amended so as to insert at line 18, page 17, after the word "participating" the words "public and nonpublic school." And at the end of this subsection at line 24, page 13, add the following sentence:

> Parental representation shall include the legal guardian or other person standing "in loco parentis" but shall not include representatives of public or nonpublic schools except to the extent that they otherwise qualify as parental representatives in their own right.

PARTICIPATION OF CHILDREN ENROLLED IN PRIVATE SCHOOLS SECTION 106(a) GENERAL REQUIREMENTS

Section 106(a) should be amended to add at the end of the section at line 18, page 14 the following language:

> Such equal distribution shall be determined by dividing the total number of educationally deprived children within each local educational agency whether in public or nonpublic school into the total allocation of Chapter 1 funds for the local educational agency so that the per capita cost for each educationally deprived child in the public and nonpublic school within a local educational agency is approximately equal.

The above language is taken from the decision of the administrative law judge in the matter of Norfolk, Va. School District which involved an administrative law judge's interpretation of an equal expenditure provision. Unfortunately the administrative law judge was subsequently overruled by the Commissioner of Education. The Commissioner took the position that the administrative expenses should come off the top prior to the equal distribution of funds. I am enclosing a copy of the decision of the administrative law judge.

In August of 1985 when the Department of Education issued its "Guidance on Aguilar v. Felton and Chapter 1," it utilized this off-the-top concept. Question 15 of the Guidance posed the following question and answer:

> Question: If providing off-premises services requires additional costs, such as those for transporation, space, or administration, do they come from the LEA's whole Chapter 1 allocation or from that part of the LEA's Chapter 1 allocation which would normally go to serve private school students?
>
> Answer: These additional costs come from the LEA's whole allocation, so that Chapter 1 instructional services may be provided on an equitable basis to both public and private school children.

The off-the-top allocation method favors parochial school students at the expense of public school students. Funds are taken from the LEA grant prior to the apportionment of funds between public and nonpublic school programs and spent for the exclusive benefit of parochial school students. The direct result is less funds available for public school students and a corresponding reduction in services. Since there are never enough funds to service all eligible public school students this means that some students go without services that would otherwise have been served.

Since these funds come off-the-top of the LEA's allocation, there is no incentive for parochial school officials to seek the most cost effective method of delivering services. In situations where there is a bypass arrangement, which will be discussed later, there is absolutely no incentive for the bypass contractor to deliver services in the most cost efficient manner.

For instance, the federal government's bypass contractor provides services at the leased location around the corner from the parochial school and directly across the street from a public school. Rather than have the children make this five minute walk, they ride buses leased by the contractor. Due to the one way traffic patterns, the bus ride takes ten minutes. Further, the contractor hires bus monitors for the short trip even though no more than six students are transported at one time. The public schools do not find it necessary to hire bus monitors for any of their regular routes. Most of the cost of these expenses is borne by public school children in the form of reduced services.

The Secretary's interpretation of the equal distribution provision, which our amendment seeks to correct, invites annual competition for Chapter 1 dollars by public and private school interests in each school district in the nation. This results in ongoing political divisiveness. We believe that Congress originally provided a clear standard for assuring educational services for all children within constitutional limitations. By distorting that standard, the Secretary has implemented a program that transgresses against those constitutional limitations and invites political and religious discord. Congress should correct this misinterpretation of the statute and reject the Secretary's interpretation calling for off-the-top allocation of funds for the arrangement of services to parochial school students and adopt an interpretation that conforms to the Constitution.

I am enclosing a copy of a brief filed in the Pulido case by the Council of Great City Schools. This document has some excellent examples of the impact of an off-the-top allocation plan.

SECTION 106(b) BYPASS PROVISION

This provision of Chapter 1 permits the Secretary to bypass an LEA if the agency is either prohibited by law from providing for the participation in special programs for educationally deprived children enrolled in private elementary and secondary schools, of if the Secretary determines that an LEA has substantially failed to provide for such participation on an equitable basis.

The bypass has only been utilized in Missouri and Virginia. Under the arrangement, the Secretary contracts directly with a private authority to provide Chapter 1 services to nonpublic school students, and the public school authorities have no further involvement in providing services to such students.

The Department of Education has had an abominable record in the providing of such services through a private contractor. In choosing a contractor in Missouri, the federal government selected an organization which the court there characterized in the following terms:

> While the religious affiliation of government employees, officers, or contractors in most circumstances is irrelevant and in no way offends the Constitution,... [citations omitted] this court notes in this case that the use of a religiously affiliated organization staffed exclusively at the inception of the program by people who were in one way or another affiliated with the Catholic Church, to implement a federally funded program in religiously-affiliated schools, flew in the face of Congressional intent and violated the Establishment Clause. Congress intended to substitute a religiously neutral organization for SEA-LEA agencies whose operations were prohibited by local or state law. Implementation, management, and supervision of the program by a puppet of the church, however well-intentioned, is tantamount to direct fiscal government aid to religiously affiliated schools.

The bypass arrangements should continue no longer than absolutely essential for the following reasons:

1. A bypass divides the administration of the program between two separate authorities within the same jurisdiction with admittedly higher administrative costs.

2. The federal government's private contractor is never directly answerable to the citizens of the state and local areas as are the local and state boards of education.

3. The dual administration of the Chapter 1 program permits the unequal treatment of students based upon religion. Since under the bypass there are separate allotments for public and private school students, it possible for students enrolled in private schools having higher scores on achievement tests to receive Chapter 1 services while public school students having lower achievement test scores are denied Chapter 1 services.

4. Administrative costs of the private contractor providing Chapter 1 services, unlike the public schools, are charged against the Chapter 1 allotment, thus reducing the amount of dollars available for actual services rendered to students.

5. The federal government cannot provide the necessary day-to-day monitoring of the expenditure of tax dollars, and the supervision of teachers providing instructional services under the bypass arrangement.

When a bypass arrangement with its dual administration of the Chapter 1 program is combined with an off-the-top allocation arrangement, the result is devastating for public school students. Again, referring to the Boonville, Missouri School District, during the 1985-86 school year 55 percent of the Chapter 1 funds for the Boonville LEA were deducted for use by the bypass contractor to provide services to parochial school students. The bypass contractor provided services to approximately 20 parochial school students that year. The LEA has to serve between 185-187 public school students with the remaining 45 percent of the funds.

Evidence indicated that approximately 65 percent of the costs for providing Chapter 1 services to parochial school students in Boonville were duplicated costs that could be completely saved by the elimination of the bypass. Approximately 50 percent of the costs given to the federal government's contractor were attributable to the off-the-top allocation, and half of this amount went to defray the overhead costs of the bypass contractor's main office.

Out of $28,356 held out for parochial school students in Boonville, $14,000 was earmarked for administrative expenses.

Likewise, in Osage County, Missouri, 154 percent of the amount allocated to that school district was withheld by the federal government and designated for its private contractor to provide services for parochial school students.

The temptation is for parochial schools which do not receive Chapter 1 services in the manner which they prefer to threaten the utilization of the bypass arrangement in order to get what they want from the public schools that administer the Chapter 1 program. In state after state, the parochial school authorities have utilized the de facto veto to get what they want in the way of Chapter 1 services for their students. In city after city, parochial schools have refused to permit their students to receive Chapter 1 services at public school sites, even when the schools were directly across the street from each other.

The foregoing illustrates two things. First, a bypass should be sparingly used for only such period of time that is absolutely necessary. Second, representatives of nonpublic schools should not be permitted to have standing to determine the nature, scope, and method for the delivery of Chapter 1 services. This would be in keeping with the United States Supreme Court's understanding as to the role of officials of nonpublic schools in a Chapter 1 program. In Wheeler v. Barrera, 417 U.S. 402, 424-25 (1974), the Court stated:

> It is clear, however, that the Act places ultimate responsibility and control with the public agency, and the overall program is not to be defeated simply because the private school refuses to participate unless the aid is offered in the particular form it requests. The private school may refuse to participate if the local program does not meet with its approval. But the result of this would then be that the private school's eligible children, the direct and intended beneficiaries of the Act, would lose. The Act, however, does not give the private schools a veto over the program selected by the local agency.

The following amendments to the bypass provisions are needed to guarantee that parochial schools do not exercise such a veto.

SECTION 106(b)(2) should be amended to assert on line 5, page 15, after the word "determines" the words "upon written complaint of parental representatives of participating school children."

SECTION 106(b)(3)(A) should be amended at line 14, page 15 by striking the words "private school officials" and inserting in their place "parental representatives of participating school children."

SECTION 106(b)(3)(C) should be amended to add at the end of the subparagraph at line 3, page 16, the following language:

> The State or local educational agencies and parental representatives of participating school children affected by the continuation of the bypass may, however, request a hearing as to why the bypass should not be terminated by the Secretary and may file written objections to the continuation of the bypass, and the Secretary shall either terminate the bypass or set forth

> in writing his reasons for continuing the bypass. If any party is dissatisfied with the Secretary's final action as to such objections to the continuation of the bypass, an appeal may be taken in accordance with subsection (b)(4)(B)-(C) of this section.

A new **SUBSECTION 106(d)** should be added which would read:

> State and local educational agencies may seek the cooperation and assistance of members of a nonpublic school staff to assist in designing a program that is suitable for children attending nonpublic schools. However, since this is a child benefit program, ultimate responsibility and control must remain with the public agency in consultation with parental representatives of participating school children. Representatives of nonpublic schools shall have no authority as to such matters as the size, scope, or method of delivery of Chapter 1 services. Nor shall they represent nonpublic school children in the filing of any complaints with the Secretary relative to the bypass provisions as set forth in subsection (b) hereof.

Senate Bill 373 also provides for reauthorization of the consolidation program under Chapter 2. The bill is reauthorized in its current form except for the change of dates to exend the program to the year 1993. We believe the current law to be unconstitutional. The existing Chapter 2 legislation permits local educational agencies to utilize public funds to lend services, materials, and equipment to private, nonprofit elementary and secondary schools for the use of their children. This program is directly contrary to the decisions of the Supreme Court in Meek v. Pittenger, 421 U.S. 349, 364 (1975), Wolman v. Walter, 433 U.S. 429 (1977), and most recently Grand Rapids School District v. Ball, 105 S.Ct. 3216, 3229 (1985).

Chapter 2 legislation should therefore be amended. We would suggest that 20 U.S.C. §3862(1) be amended by the insertion of the following:

> No materials, equipment, or services shall be provided or maintained on the premises of any sectarian institution or at a site which is physically or educationally identified with the sectarian institution. Decisions as to the services, materials, equipment to be provided to nonpublic school children shall remain with the local educational agency, and no representative of a nonpublic school shall have authority to determine the materials, equipment, or services to be supplied.

In keeping with what we have previously indicated with reference to Chapter 1 funds, we would also suggest that 20 U.S.C. §3862(b) with reference to equal expenditures be amended by the insertion of language similar to that which we have suggested for Chapter 1.

We would further suggest that 20 U.S.C. §3832 dealing with authorized activities be amended to provide that the acquisition and utilization of school library resources, textbooks, and other printed and published instructional material for use of children and teachers in private elementary and secondary schools be at religiously neutral sites which are neither physically nor educationally identified with a sectarian institution and that instructional equipment and materials suitable for use in providing education in academic subjects for use by children and teachers in private elementary and secondary schools also be at religiously neutral sites which are neither physically nor educationally identified with sectarian institutions.

With the foregoing changes Americans United believes that S.373 meets constitutional requirements.

[NOTE: Due to printing limitations and in the interest of economy, additional appendix material accompanying this statement was retained in the files of the Committee.]

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Testimony by
the
NATIONAL CONGRESS OF PARENTS AND TEACHERS

Before the
Labor and Human Resources Subcommittee
on Education, Arts, and the Humanities
United States Senate

regarding
reauthorization of Chapter 1 and 2 of the
EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

June 26, 1987

As the nation's largest child advocacy organization, comprised of over 6.1 million parents, teachers and concerned citizens, the National PTA staunchly believes in the importance of public education, and the right of parents to become meaningfully involved in strengthening the partnership between the school and the home. We commend the Chairman and this Subcommittee for your support of public education and your interest in continuing ECIA Chapter 1 services to economically and educationally disadvantaged children. The National PTA believes that ECIA Chapter 1 is one of the most successful and integral of the federally funded education programs, and must be reauthorized. These views are consistent with resolutions, position statements and legislative directives mutually acted on and agreed to by the National PTA. Providing for and reducing the number of at-risk children have become priorities for the organization.

America is losing some of its children along the educational path. Within the next several years, one out of every four children entering our schools will come from economically disadvantaged families. In many cases, these children are the most educationally underserved and their parents are the most politically underrepresented in the educational-decision-making process. These are often children and families for whom the reform movement has either overlooked or has not worked. There is growing evidence from a line of recent studies that suggest many of our children, especially the most vulnerable in terms of wealth, residence, color, language and culture, do not have access to high levels of educational excellence that other children may have. These are children who are the most difficult to educate, who require more attention, who require more intense instruction and smaller class size.

At-risk children are prone to educational deficits which are reflected in many ways:

- the dropout problem has reached epidemic proportions, with rates in some school districts exceeding 50 percent;
- chronic truancy has become commonplace for many children;
- grade repetition without students mastering the material that is expected of other children;
- achievement gaps between white and black students, while narrowing, remains unacceptably "wide";
- increased educational standards without commensurate specialized instructional assistance for those children who are falling behind.

We may be now on the verge of what Dr. Harold Howe III calls "the second inning" of the education reform movement; one focused on the special help at-risk children need. The next step in the long history of Chapter 1 is before us. While maintaining its commitment to equal access, Chapter 1 must pay special attention to provisions of instructional improvement and program quality--a model of leadership assuring educational excellence for at-risk students. In addition, we have appreciated the support of the Chairman and this Committee and will continue to work with you for the passage of a school drop-out prevention bill (S. 320) and a secondary school basic skills Act (S. 319).

The National PTA believes that four fundamental components are critical for the success of Chapter 1: adequate funding, parental involvement, equal educational access and program excellence. It is our concern to work towards the best and most effective legislation to achieve these goals. With that in mind, the National PTA offers the following general positions related to Chapter 1.

FUNDING

The National PTA believes that Chapter 1 is sorely underfunded. According to the "Report on Changes Under Chapter 1 of the Education Consolidation and Improvement Act," GPO Serial 99-B, September, 1985, data indicates that the number of children served by Chapter 1 declined by about 640,000 between the 1979-80 and 1982-83 school years, at a time when the number of eligible children increased. As a result, the ratio of Chapter 1 pupils to instructional staff increased by 11 percent. Reduced funding can deny districts the ability to afford the most qualified teachers, provide smaller class size, assure more intense instruction for longer periods of time through the secondary year, conduct parent and teacher training, purchase appropriate materials, and implement more individualized teaching strategies. As it is, Chapter 1 only serves approximately 38 percent of those children eligible. Six years of budget neglect has left this program's impact drastically diluted. In real terms, the 1985 appropriation for Chapter 1 is approximately 29 percent lower than that of 1979. In a 1985 Congressional Budget office report CBO said that a $1.5 billion funding increase would be necessary to make up Chapter 1 lost to inflation. To assure adequate resources, the National PTA recommends the following:

- Funding to meet the needs of at least 50 percent of the eligible Chapter 1 children be authorized for FY 1988 and incremental increases be authorized thereafter to cover the cost of all remaining eligible Chapter 1 students.
- Additional funding targeted specifically to preschool and at-risk secondary school students.
- Additional money should be provided to school districts with high concentration of poor students in both rural and urban areas.
- Consideration of revenue enhancement and additional taxes sufficient to begin extending comprehensive Chapter 1 services to those children, eligible but not covered due to inadequate funds.

PARENTAL INVOLVEMENT

There are signs around us of the need for schools to reexamine their provisions and policies related to effective, meaningful parental involvement, and positive home-school relationships. When, in 1981, Title 1/Chapter 1 parental involvement provisions were weakened through a statutory change and reduced to mere "consultation," recent studies indicated a significant decline in the level of parent involvement due to this change. (See "Report on Changes Under Chapter 1 of the ECIA Act of 1981, GPO"; and "A National Study of Local Operations Under Chapter 1 and 2," results collected from a survey conducted by SRI with funding from the United States Department of Education.) This is at a time when study after study confirms the relationship between parental involvement and higher achievement scores for children.

This decline in parental involvement cannot be allowed to continue, and the law cannot be relatively silent on this issue. Parental involvement should not be an adjunct to the educational program, but an integral component. Schools must recognize that citizens own the school and consequently have a right to be involved and shape its policies. To that end, the National PTA believes that specific requirements related to such involvement be added to current law. In the absence of such provisions, many school districts have relegated parents to the role of chaperons or contributors to money-making projects or "rubber stamps", on bogus and ad hoc committees. In many more cases, parents of Chapter 1 children have not been involved at all. Where parental involvement has been expressly mandated as in the Education for All Handicapped Act and Headstart, there has been a direct link between involvement and political, financial and instructional support of the program. Where these more specific provisions are weak, such as Chapter 1, involvement declines.

Indeed, increased levels of parental involvement alone will not increase test scores, but it is mandatory that schools and families come closer together. Changes to a more positive home environment related to schools, increased parental expectations related to their child's academic performance, parental participation in shaping school policies, and increased parental interest in schools are all outcomes of a well developed, ongoing, systematic and meaningful parent involvement program. These components in collaboration with administrative leadership, teacher quality, adequate funding, and community support will serve to strengthen both the home and school.

Therefore, the National PTA in concert with the Center for Law and Education, Children's Defense Fund, Lawyers' Committee for Civil Rights Under Law, Mexican American Legal Defense and Educational Fund, NAACP Legal Defense and Educational Fund, National Association for Bilingual Education, National Coalition of Chapter 1/Title 1 Parents, National Committee for Citizens in Education, National Council of LaRaza, Community Education Association and National Urban Coalition, recommend that Chapter 1 parental involvement provisions should be strengthened requiring opportunities for parents related to home-school instructional coordination, volunteerism, and educational decision making pursuant to the following objectives:

- to inform every parent of a participating child of the programs under Chapter 1, of the reasons for participation by his or her child in such program, and of the specific instructional objectives and methods for his or her child.

- to train every parent, to the maximum extent practicable, to work with his or her child in the home to attain the instructional objectives of programs under this chapter; and to understand the program requirements of Chapter 1, to monitor student progress and evaluate a program's effectiveness, and to train parents and teachers on how to build a strong partnership between home and school.

- to consult and communicate with parents, on an ongoing basis, concerning the manner in which the school and parents can better work together to achieve the program's objectives and to give parents a feeling of partnership in the education of their children.

- to provide a comprehensive range of opportunities for parents to advise on basic decisions about all aspects of how the program should be designed and run.

Components of the program in partnership with parents should include:

- Written school policies related to parental involvement and approved by parents

- A beginning of the year meeting called by the school district for parents of Chapter 1 children informing parents about the nature of the program, program goals, parent involvement policies, and responsibility of parents.

- An opportunity for parents to organize themselves (PTA, school site councils, advisory councils, Chapter 1/Title 1 Coalition, etc.) for purposes of consulting with school officials and representing Chapter 1 parents.

- Required parent/teacher conferences with every parent of each Chapter 1 child served to discuss the child's progress, placement, and program.

- Annual assessment of parent needs, including ways parents wish to be involved, communications, parent training, home-school instructional coordination, etc.

- Parent and teacher training, especially in the area of coordinating instructional activities, working with each other as partners, monitoring student progress, and parenting skills.

- Use of parents as classroom volunteers, tutors and aides
- Designation of a staff member, both at the state and district levels with sufficient time, resources, and authority to support the parental involvement program.
- Adequate funding to implement a parental involvement program.
- Communication with limited-English proficiency parents should be in a form and language they understand.

(The full text of a Proposed Parental Involvement Amendment to ECIA Chapter 1 is attached.)

Clearly, in some districts, meaningful parental involvement occurs already. In many more, insufficient attention has been given to parental involvement compared to other components of the program. For those districts, this new parental role cannot be assumed without careful planning, training and evaluation. Results will be incremental and will not happen without special efforts, funding and commitment. But there is evidence that when a committed board of education in concert with principals and teachers reach out to parents with a meaningful program, Chapter 1 parents do indeed respond. It will not happen without clearly defined federal mandates, in combination with giving local school districts sufficient flexibility in developing parental involvement programs that meet the individualized need of parents in their community.

PROGRAM QUALITY

Continuing to improve Chapter 1 program quality is imperative. Today, more than ever before, a child's education determines his or her ability to succeed in the work world, to succeed as a citizen and to succeed in making contributions to society. The National PTA believes that in order for Chapter 1 to maintain its level of political support, to continue its important educational contribution affecting student achievement, skill-building, and higher order thinking skills, and to continue its goal of narrowing the test scores between Chapter 1 students and non-Chapter 1 students, we believe this reauthorization process must pay special attention to enhancing excellence while maintaining the equal access mechanisms. There is a shared role to play for the local, state and federal levels of government. These are:

LOCAL EDUCATIONAL AGENCY REQUIREMENT: Program Quality

- Each local educational agency participating in the program should set forth a plan for program quality, as a part of its Chapter 1 application, which delineates in clear terms how it proposes to overcome the educational deficiencies of the children served.
- The goal of Chapter 1 should be to enable students to succeed in the mainstream educational program--that is, to master the same skills and concepts expected of all children at their particular grade in the school system. Chapter 1 should not be a program which tracks students toward unequal educational achievement or establishes and then ratifies lesser expectations for educationally disadvantaged children.
- The local plan should set forth such goals, developed with parents including an annual assessment to identify those children who are not achieving the mainstream goals; show that the students most in need of assistance have been selected to participate in the program; and demonstrate that the educational strategies, deployment of resources, staff training, and assignment of responsibilities are adequate to accomplish the goals established for all participating children.
- The local plan must assure that there will be a reevaluation for those students in the program who have

not, at the end of two years made adequate progress toward mainstreamed achievement. This assessment should examine the original program goals for the student, the resources, educational strategies, teaching techniques and other program inputs to determine the reason for the student's lack of progress. This assessment, should recommend, with the involvement and consultation of parents, instructional changes to be instituted the next school year for helping the student to meet the mainstreamed goals established for all students in the district.

- As part of its annual program evaluation, the local educational agency should annually evaluate and report progress made in each Chapter 1 school toward achieving the goals; identify barriers to attaining those goals; and make changes in program services that are designed to overcome those barriers.

- Essential to enhancement of program quality is the involvement at all stages of teachers and parents of Chapter 1 students. Information on all elements of the local program, including the plan, assessment, and evaluation, must be thoroughly and freely communicated to teachers and parents, and they in turn must be involved in the development, implementation, and evaluation of the plan.

STATE AGENCY REQUIREMENTS: Program Quality

Clearly, the state has a role to play in assuring the success of Chapter 1. On one hand, it must participate in recognizing successful Chapter 1 programs; on the other it must participate in the improvement of programs that are not meeting established expectations. This role however, lies not with the "heavy hand" of the state. The National PTA would oppose the state exercising such punitive measures as denying Chapter 1 money to school districts whose Chapter 1 students do not make significant achievement gains, or taking over the school district except in extreme cases where districts demonstrate wanton neglect. Punitive measures only place undo pressures on LEAs to teach to the test, trivilize assessment measures, or reduce student expectations.

We believe that first, the "helping hand" of the state is required to assure program quality. A state assistance and program quality intervention program should be developed at the state level with the full involvement of representatives from parent, teacher, superintendent, principal, school boards, and other organizations with an interest in Chapter 1 programs. We recommend the following:

- States share in the responsibility for the educational results of local school districts.
- State educational agencies must develop their own capacity for evaluating how well local programs have incorporated and acted upon the elements of the local plan for program quality and the extent to which the Chapter 1 program is making measurable progress towards achieving the goals of mainstreamed achievement. Each state education agency with the full involvement of representatives from parent, teacher, superintendent, principal, school boards, and other organizations with an interest in Chapter 1 programs shall develop a plan for assisting school districts which operate ineffective programs. This plan should include measures for ascertaining program quality, identifying school districts which may need additional assistance, and the type of intervention and assistance that may be needed including an instructional audit comprised of a team of educators and parents.
- The state education agency must: provide technical assistance to local districts in strategies and techniques for effective and comprehensive parent involvement; evaluate local parent involvement efforts, as part of the state total Chapter 1 evaluation responsibility; monitor and enforce district parent involvement plans to assure that they meet the basic requirements of the law; identify model parental involvement programs and disseminate to other school districts.
- The state education agency should continue to monitor local Chapter 1 programs to assure compliance related

to: comparability of services, supplement/supplant, maintenance of effort, fiscal accountability, program quality requirements and parental involvement.

FEDERAL AGENCY RESPONSIBILITIES: Program Quality

Parallel to state agency requirements, specific responsibilities for federal technical assistance, evaluation, monitoring and enforcement of the states' compliance with program monitoring and enforcement would be an integral part of an overall federal scheme of monitoring and enforcement of the Chapter 1 program.

ECIA CHAPTER 2

In 1981, the National PTA took no position when the 28 educational programs were blocked into a single billing and became Chapter 2 of ECIA. The National PTA did oppose the cuts in this program as a result of the 1981 Gramm-Latta vote, and was concerned about the nebulous federal purpose. Indeed, Chapter 2 redefined the concept of equity, from one of targeting toward disadvantaged children to one of distribution of funds by student population. This more distributive view assumes that all children have educational needs that are about equally deserving. The problem with this concept is that the pool of eligible children increased--technically to include all children, kindergarten through secondary, public school as well as private, while the pool of dollars available was cut by approximately $350 million. The major question that needs to be asked during reauthorization debates is what do we get for our money?

Program Excellence:

Under the loose structure of Chapter 2, it has been difficult to ascertain what has been going on. As contrasted to Chapter 1 and its proven results based on student output and gains, the Department's recent SRI International Chapter 2 study measures only educational input--on what did school districts spend money, rather than how did Chapter 2 monies contribute to "improvement" in student performance. While it is important to improve in areas of administration such as reducing paperwork and bureaucratic redtape, that is secondary to improved instructional programs and student performance. We are at a loss to comment on the impact of Chapter 2 on student performance because we have no definitive data to indicate such. Clearly, a 1986 SRI study indicates that administrators and school boards seem to be happy with receiving these dollars, and we are certain that there are many districts who utilize their dollars wisely, however, we do not have a conclusive set of data to corroborate that conclusion. It is clear to us, however, that by merely introducing a new computer in the school or new library books (for which 2/3's of the Chapter 2 dollars were utilized), does not mean "educational improvement has taken place."

Program Accountability:

The "no strings attached" approach to Chapter 2 makes it difficult to ascertain whether monies were indeed spent for meaningful educational activities, how many dollars were spent on administration or to equip the central office with computers, and how many dollars were used to supplant, rather than supplement the district budget or how many dollars were spent to produce instructional gain. We believe that Chapter 2 requires stronger accountability requirements, and needs to be more responsive to community needs. Under Chapter 2, no one has to account to anyone for why the funds were spent the way they were, as long as they were spent legally.

We are not suggesting that anyone is disobeying the law, but Chapter 2 raises questions of whether block grants are the most effective way to spend increasingly scarce federal dollars. If these dollars are spread out over all districts with only minimal regard for federal need or purpose, then the funds tend to provide a small but convenient petty cash fund. The National PTA believes that the dollars would be more wisely spent if they were targeted to critical areas of national need. These areas could be identified as school dropout prevention; basic skills of reading, math science; effective schools and even start, talented and gifted programs; and/or desegregation assistance or other areas deemed essential for at-risk students.

Private School Participation:

The National PTA opposes public education dollars being spent on private schools. According to the recent SRI report, the number of private school students participating in Chapter 2 has increased compared with the antecedent programs. The total amount of money used to provide Chapter 2 services to private school students is three times that of the antecedent programs. The National PTA believes that aid for children attending private schools should be carefully monitored and until such time that all Chapter 2 money be restricted to public school use only, we believe that:

1. The Education Department should make it absolutely clear that federal civil rights laws do apply to private schools that benefit from Chapter 2 aid and that SEAs must make sure that private schools comply. No benefits should flow to schools that do not adhere to the same policies as public schools;
2. Local districts should be allowed to restrict the use of "high-cost" funds, so that private schools would benefit from these funds only to the extent that they actually serve "high-cost" children.

Parent and Community Participation

According to the SRI Report, there has been a dramatic decrease in parent involvement. This is corroborated by the "Report on Changes Under Chapter 2 of the ECIA," Serial No. 99-B, GPO. As in Chapter 1, the parent role was reduced to mere "consultation" without definition or guidelines. As a result, SRI concluded that "participation levels are low" and that "federal policy makers should examine their assumptions about the roles that parents or other citizens can play in the kind of broad funding vehicle that Chapter 2 represents." The report continues with this patronizing observation that "citizen and parent influence on decisions is indirectly achieved through school administrators' cognizance of the community's educational priorities," as if the superintendents' gazed in their crystal balls and received this premonition from the collective community about what to do. There is no question that mandated parental involvement, allowing flexibility for local school districts, but prescriptive enough to assure meaningful community and parent participation is essential.

The National PTA thanks the Subcommittee for the opportunity to present our recommendations for the reauthorization of Chapter 1 and Chapter 2 of the Education Consolidation and Improvement Act. We look forward to working with you in all areas of public education and thank you for your years of commitment to Children.

Virginia Tinsley
712 East Balboa Drive
Tempe, Arizona 85282
966-0803

June 18, 1987

Senator Orrin G. Hatch
Committee on Labor and Human Resources
United States Senate
Washington, D. C. 20510

ATTENTION: Dr. Bobby Dunn

Dear Senator Hatch:

I am submitting the attached testimony in support of ECIA Title I.

In preparing this statement, I have worked with the staff members of the Arizona Department of Education to documental the anecdotal information included.

I am currently a member of the Governing Board of the Tempe Union High School District and am serving in my 11th year. I am the Immediate Past President of the Arizona School Boards Association and am a Presidential appointee to the National Advisory Council on Women's Educational Programs.

I hope this additional information will confirm the value of the ECIA Title I Program.

Virginia G. Tinsley

Enclosure

ARIZONA CHAPTER 1

The Chapter 1 program is very successful in Arizona and very well received by parents, students, teachers and school administrators. Approximately sixty thousand students are served in basic skills (reading and math) in Pre-Kindergarten through grade 12; however, most of the program effort is concentrated on communication skills in the elementary grades (reading, writing, and language acquisition). Eligible students in both public and private schools are served through 215 approved projects of 190 public school districts and the Arizona Department of Corrections. In terms of measured achievement the Arizona program has maintained annual project gains above or at the national average through the years.

The evidence of personal program impact and success is difficult to tabulate but it exists in abundance in the state's program. Examples of these important outcomes are: at risk children staying in school longer than previously, program participants doing better in the regular curriculum, parents becoming more supportive of the school and learning how to aid their children effectively with school work at home, and regular classroom teachers learning how to make appropriate transitions from failure to success on standard classroom work for Chapter 1 students. Characteristic of the success of Chapter 1 in Arizona is the focus on meeting identified local needs rather than meeting a state developed Chapter 1 priority.

Examples of great success in Arizona include the Tucson Parent and Child Education (PACE) project which is a comprehensive academic, parenting and school-orientation program for inner city four-year olds and their parents. The present professional director, with master's degree, was some years earlier a volunteering mother for her participating child in this program. She is an example of a number of minimally educated parents who have been inspired in the program to go forward to earn an AA, BA or other advanced degrees. Her "PACE" child is now a university honor student in genetic engineering.

Kayenta Unified District on the Navajo Reservation has integrated language experience and computers into effective communication skills instruction resulting in deficient students becoming measurably better writers than their nonparticipating peers. They have learned to think things through, to respect their own writing and that of others, and to respect the editing process which is necessary for most fine writing. More and more of these students are successfully entering community college and university course work.

In Prescott Unified School District, eligible schools have successfully adopted the NDN validated Chapter 1 READ'S program, a reading-in-the-content-area project. Academic middle school and high school teachers with Chapter 1 designated students in their standard classes are implementing a pre-study and pre-reading program which includes assessment and development of required vocabulary and related concepts. Simple and straightforward, this program has made reading teachers of every faculty member. Now, Chapter 1 students have more frequent success experiences in the regular classroom.

Mesa Unified School District exemplifies the successful effort of several large districts to extend detailed project needs assessment to the school building level. This process gives teachers and principals leadership responsibilities and ownership through planning for customized Chapter 1 services. This is the most meaningful way to meet the needs of a diverse population scattered over many eligible attendance areas. In such situations principals welcome Chapter 1 services rather than merely tolerate them. They are proud of their programs because they are unique, locally determined, and addressed to the specific educational needs of poorly achieving students in each building.

Senator PELL. Now, the time has come for the second panel and we have Dr. Doin Hicks, Past President of the Conferences of Educational Administrators Serving the Deaf; Mr. Richard Bove, Supervisor of the State Regional Offices and Migrant Unit, Albany, New York; and Ms. Charlotte Northern, Chairperson, Legislative Committee, National Coalition of Title 1/Chapter 1 Parents, Alexandria, Virginia.

I would urge all of you to bring the mike as close as you can or I am going to need some special help from Mr. Hicks.

Senator STAFFORD. The Chairman should point out the microphone came over on the Mayflower.

Senator PELL. I think a heavy voice helps us.

Let's start from your left to right.

Ms. Northern, do you want to start out.

STATEMENTS OF CHARLOTTE NORTHERN, CHAIRPERSON, LEGISLATIVE COMMITTEE, NATIONAL COALITION OF TITLE 1/CHAPTER 1 PARENTS, ALEXANDRIA, VA, ACCOMPANIED BY PAUL WECKSTEIN, ESQ., CENTER FOR LAW AND EDUCATION, INC., WASHINGTON, DC; DR. DOIN HICKS, PAST PRESIDENT, CONFERENCE OF EDUCATIONAL ADMINISTRATORS SERVING THE DEAF, WASHINGTON, DC; AND RICHARD BOVE, SUPERVISOR, STATE REGIONAL OFFICES AND MIGRANT UNIT, ALBANY, NY

Ms. NORTHERN. Good morning. And I would like to note that to my left here I have Paul Weckstein with me from the Center for Law and Education.

Senator PELL. Would you hold the mike closer to your mouth and speak louder?

Ms. NORTHERN. As a parent of three school-aged children, two of which have participated in the Chapter 1 program, I am honored to address your Committee on behalf of the National Coalition of Title I/Chapter 1 Parents concerning the reauthorization of Chapter 1.

My remarks today will focus on program quality and parent involvement. I will summarize my remarks, and I ask that my full written statement be placed in the record.

Senator PELL. Without objection, that will be done. In fact, all of the witnesses can be assured their full statements will appear in the record.

Ms. NORTHERN. Thank you.

As the one national organization of Chapter 1 parents, we are the voice of the children for whom this program is designed and their families. We are the ones who most directly experience the gains made by this essential program, but we are the ones who are hurt when the program is not all it could or should be. Thus we have the strongest interest in improving certain aspects of the program.

Yet, we parents are disenfranchised, disenfranchised by poverty, by lack of political clout, by lack of access to knowledge and advocacy assistance and by unresponsive and condescending bureaucracies. The children of poor parents are most at risk in our public schools. Yet, the families whom the schools have most failed are considered less qualified to speak about that failure. Who will speak for and represent us parents then if not you, our elected leaders?

We seek here protections which are still considerably less rigorous than those which have been rightfully enacted for others. As I said, most of my remarks today will focus on program quality and parent involvement. We feel strongly there should be local plans developed in each school district in which all aspects of the Chapter 1 program are tightly connected with local educational goals. These should be plans of action to ensure Chapter 1 students' achievement of the skills and knowledge that the school community, including parents, believes all children should master.

Participating students should not be subject to lower expectations. The program should help students master the same skills and knowledge expected for all students. including more advanced thinking skills. A student assessment, educational strategies, resources and responsibilities and evaluation would then be specifically linked to achieving these goals of mainstream mastery.

Developing a plan without understanding the needs of those it is designed for is deemed to failure. Therefore parents should be actively involved in the planned development and design.

In designing strategies to achieve the goals, schools must examine the Chapter 1 students' regular program to modify those aspects of their regular program which may interfere with achievement of the mainstream goals, including students' grouping practices. The students' regular program should be examined to ensure that students are not placed in lower track curricula where less is expected of them and where they are not exposed to the skills that are a part of the mainstream goals.

For each student who is not making proportionate progress toward achievement of the overall goals after one year, the school staff and parents together should review the child's program and agree on specific changes to improve progress. Parents should be assisted in forming their own organization for communicating among parents.

Thank you.

[The prepared statement of Ms. Northern follows:]

NATIONAL COALITION OF TITLE I CHAPTER 1 PARENTS
National Parent Center
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(202) 483-8822

TESTIMONY ON

REAUTHORIZATION OF CHAPTER 1
OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

BEFORE THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

PRESENTED BY

CHARLOTTE NORTHERN

PARENT, ALEXANDRIA, VIRGINIA

JUNE 26, 1987

I am Charlotte Northern, a mother of three sons who attend the Alexandria City Public Schools. Two of my children participated in the Title I Chapter 1 program. They are now junior and senior high school students achieving academically at the appropriate levels for their grade.

Today, I am speaking on behalf of the National Coalition of Title I Chapter 1 Parents. As chairperson of the Coalition's legislative committee, I wish to present our views on the reauthorization of Chapter 1.

I am also speaking in support of the position paper on Chapter 1 which you received from a broad range of child advocacy groups last March; an updated version will be sent to you shortly. That statement reflects the strongly held beliefs of the National Coalition of Title I Chapter 1 Parents, as well as the other organizations which have participated in its development.[1]

A. PARENTS AND CHILDREN NEED A STRONGER VOICE

As the one national organization of Chapter 1 parents, we are the voice of the children for whom this program is designed and their families. We are the ones who most directly experience the gains made by this essential program. But we are also the ones who are hurt when the program is not all that it could or should be. Thus, we have the strongest interest in improving certain aspects of the program.

Yet, we parents are disenfranchised -- disenfranchised by poverty, by lack of political clout, by lack of access to knowledge and advocacy assistance, and by unresponsive and condescending bureaucracies. The children of poor parents are most at risk in our public schools. Yet, the families whom the schools have most failed are considered least qualified to speak about that failure. Our powerlessness at the local levels means that we are most in need of strong Congressional protection; yet that same local powerlessness makes it hard for us to be heard at the Congressional level amidst the din of better organized, better financed voices.

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[1] The National Coalition of Title I Chapter 1 Parents is a national non-profit membership organization for parents which promotes parental involvement in education. It works with active Chapter 1 parent members at local, regional and national levels. Some of our major activities during the past year have included analysis of legislative issues associated with education; training conferences and workshops which provide a consistent forum for learning, dialogue and exchange of information between parents and educators; provision of information to parents through our clearinghouse, the National Parent Center; and work with other child and parent advocacy organizations to develop the Child Advocacy Groups' position paper on the reauthorization of Chapter 1. The importance of education, the increased numbers of children in poverty, and the rise in drop out rates all require that we significantly intensify our effort as an advocate for programs affecting economically and educationally disadvantaged children and their parents during 1987, and future years.

Who will speak for and represent us parents, then, if not you -- our elected leaders?

We applaud the significant procedural and substantive protections you have enacted for handicapped children (large numbers of whom, although not most, are poor). Without those protections, parents of handicapped children were formerly unable to intervene and were forced to watch as their children's precious talents and capabilities were wasted. We Chapter 1 parents, despite (or perhaps because of) our generally having even fewer resources and thus being in even greater need of protection, find ourselves with much less under current law. We seek here protections which are still considerably less rigorous than those enacted for others.

Most of my remarks today will focus on two issues which are of especially high priority to the national parent coalition:

> Program Quality: To assure that all components of the program is more effectively focused on helping Chapter 1 children achieve the skills and knowledge that we want all children to master.
>
> Parental Involvement: To assure that parents are offered a full partnership in designing and implementing their children's program, through organized involvement methods which they have helped to determine.

B. PROGRAM QUALITY

"Most Chapter 1 reading and math projects observed in public elementary schools provided students with few opportunities to engage in higher-order skills. In reading, for example, students were taught phonics and vocabulary and read words or sentences. They were rarely asked to read paragraphs or stories or to construe meaning from text. In math, students practiced computation skills and rarely applied math facts to solving problems."

> Preliminary Findings of the National Assessment of Chapter 1, prepared for Congress by the Office of Educational Research and Improvement, pp. 9 and 10 (March 1987).

Chapter 1, and Title I before it, have required that programs be "of sufficient size, scope and quality to give reasonable promise of substantial progress toward meeting the special educational needs of the children being served." Program quality and effectiveness are surely the bottom line. Yet, little has been done previously to focus on this requirement or to ensure that other provisions are carefully drawn to support it. It is now time that program quality be given the kind of attention that it deserves and has never really received in past reauthorizations.

There are highly effective Chapter 1 programs. In too many cases, however, we are settling for a system in which "success" is viewed as twelve months of achievement for twelve months in the program, but in which students never close the gap toward mastering the skills and knowledge expected for their grade level. See The Effectiveness of Chapter 1 Services, Second Interim Report from the National Assessment of Chapter 1, by the Office of Educational Research and Improvement (1986, mandated by Congress), which found that the gains made by Chapter 1 students, in national aggregate, do not move them substantially toward the achievement levels of more advantaged students. Low expectations, of course, foster low results.

Our experience as parents convinces us that serious action on program quality is needed. Our parent members frequently encounter problems at the local level -- for example: the system used for delivering services is inadequate and not consistent; or achievement goals are not defined, or do not include higher order thinking and problem solving skills, or are not clearly communicated to the teachers, parents, or students; or staff are not always trained in a specific discipline (e.g., math); or school systems do not do a good job of discovering and acknowledging problems and then improving programs; or when a program achieves it goals, it is then cut instead of expanded or aimed at higher goals; etc. As well as raising the program quality issue, these problems also speak to the need to assure parents a meaningful role so that they can get such problems addressed.

We propose the following principles:

1. As part of its application, the school district should submit a local plan in which all aspects of the local Chapter 1 program are tightly connected to local educational goals that include Chapter 1 students' achievement of the skills and knowledge that the school community, including parents, believe that ALL children should master, including more advanced skills of comprehension, analysis, problem-solving, and decision-making.

The focus on what staff and parents expect all students to be able to know and do, including higher order skills, is basic to the very purpose of Chapter 1 -- unless educational deprivation is defined in terms of the absence of these skills and knowledge, and compensatory education is defined in terms of the extra services needed to acquire those skills and knowledge, Chapter 1 becomes a track toward unequal education, instead of a path toward this basic level of mainstreamed achievement.

There are several reasons why our proposed amendment on local goals is stated in terms of the skills and knowledge which the school community (including parents) have determined that all children should know and be able to do. Adoption of such goals (consistent with any state standards) by the school community is critical so that staff, parents, and students understand and have ownership of what they are striving toward. It also allows formulation of the goals in terms which are useful in designing strategies to address the learning of particular skills and in measuring progress in terms which tell staff, parents, and students what has been accomplished and what skills and knowledge have yet to be mastered.

In contrast, other formulations of mainstreamed achievement are not as useful. For example, "success in the regular program," standing by itself, can mean that the student is doing passing work but is relegated to a part of the regular program (for example, low track) which in fact is not designed to achieve the minimum skills and knowledge which schools and parents expect of all children. On the other hand, "achieving at grade level," could be and is often interpreted to mean performing at the median on a norm-referenced standardized achievement test, which (a) fails to tell the school community what skills have actually been mastered, and (b) holds out an ultimately impossible goal, since such tests by definition are specifically designed so as to ensure that one half of all children are spread on a bell curve below "grade level."

Stating the Chapter 1 goals in terms of the skills and knowledge which the school community (including parents) believes all students should master should then provide a framework for a plan in which all aspects of the local program are carefully tied to achieving those goals, including:

a) frequent **assessment** of students in terms of their mastery of the goals -- in order to identify the students having the most difficulty, and their specific needs and strengths, for purposes of student selection, design of strategies, and measurement of progress, all in terms of the overall mainstream skills;

b) selection of **strategies** most likely to achieve the goals (see below);

c) allocation of **resources** (staff, materials, staff training, including training around student expectations, etc.) and **responsibility** sufficient to carry out those strategies;

d) **evaluation** of achievement of the specific goals and adoption of steps to modify the program to better achieve them.

The plan must be both developed with the full participation of, and effectively communicated to, school staff and parents (including parents with limited literacy or limited English proficiency).

This basic framework is well grounded in what we as parents have learned about school effectiveness -- programs succeed when uniformly high expectations are: clearly articulated and communicated to all involved, adopted by those involved so that everyone believes they are achievable, and supported by well-conceived strategies, assignment of resources and and clear responsibilities, and regular evaluation designed to see that they are being achieved.

2. The design of educational strategies to achieve goals should include examination of the Chapter 1 student's regular program, both to maximize integration and to modify those aspects of their regular program which may be frustrating achievement of the goals. It should include examination of which practices are helping or hindering achievement of the goals, particularly including student grouping practices (both within the student's regular program and Chapter 1 grouping).

Grouping, phasing, or tracking -- which are fundamentally synonymous in the educational arena -- classify and separate students for different educational treatments. The extent and type of separation may be different in different schools and among children at different ages. However, all grouping, phasing, and tracking systems create classifications that determine both the quantity and the type of education students receive, sometimes based upon unfounded assumptions. I have personally talked with students, assigned to "phase 2" classes (lower end of educational progression) who have said to me, "Oh, I'm in the dummy class, I am not expected to achieve in school or in life." How does one respond to such a statement? High expectations are lacking for these students. If you say to a child that he/she cannot learn, then he/she will not learn.

Both teachers and students report that low-track classes often have few curricular goals beyond getting through the day quietly.[2] When the Chapter 1 student's regular classroom assignment is to a low-expectation group or track which does not even include the skills and knowledge that are the community's goals for all students, then there is no way the supplementary Chapter 1 program can be successful. Thus, it is important that any parts of the Chapter 1 student's overall program which frustrate the program goals be examined and modified, and that this explicitly include a reference to grouping practices.

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[2] See, for example, Jeannie Oakes, Keeping Track (Yale University Press, 1985).

In addition, there is a need to examine whether the methods of Chapter 1 instruction themselves are designed to maximize coordination and integration with the regular program or instead are frustrating achievement of the goals. For example, school districts should at least stop and reflect before pulling Chapter 1 children out of social studies classes in order to provide remedial reading, assuming that the knowledge provided in social studies is part of the school community's goals. There is no one best answer for how to provide Chapter 1 instruction. The local decisions on this matter, however, should be grounded in local reflection upon the principle above -- what method will best facilitate the overall mainstreamed goals.

Finally,, the need to coordinate the Chapter 1 program with the entire should extend to other special programs in which some Chapter 1 students may be enrolled -- such as bilingual or special education programs.

3. For each student who is not making proportionate progress toward achievement of the overall goals after one year, school personnel, together with that child's parents, should review and agree on revisions to the child's program to improve progress.

Barriers to mainstreamed achievement are not the same for all students. Schools must be prepared to change aspects of their program by focusing on individual needs when those students are not progressing proportionally so that they catch up -- instead of merely running the student through the very same progam that did not work the first time.

This individual review process could be based upon the student assessment of need that is already required, under current law, for all students. The teacher and parent could review that assessment in terms of what it reveals about the student's strengths and weaknesses in relation to the overall local goals and then agree on specific strategies more likely to achieve those goals -- including methods by which the school will help involve the parent in carrying out those strategies and working with his/her child.

While this proposal draws on experience with individual planning under P. L. 94-142, it also has significant differences -- most notably (1) it does not require a complex evaluation process, since it can be based upon a review of the already conducted student assessment; (2) it is primarily a partnership among the student's teacher, the parent, and the student around instruction and learning, rather than focusing heavily on the involvement of other professionals (psychologists, etc.); and (3) it deals with the student's needs and strengths in relation to the overall program goals of skills and knowledge expected for all students, so that it does not become a vehicle for lowered expectations. It does not require individualized instruction (as distinct from whole group or any other method of instruction). It does help ensure that a partnership exists between the teacher and the parent; that the student, parent, and teacher all clearly understand how the instructional goals and program relate to that student and have a sense of responsibility for them; that the student's particular needs and strengths in relation to the overall goals are addressed; and that programs will not be based upon erroneous assumptions that all students are experiencing the same difficulties.

4. All aspects of the federal and State role should then be focused specifically on implementation of the local quality provisions to assure that local school districts develop and achieve goals that result in mainstreamed achievement. This includes approval of applications, technical assistance, monitoring and enforcement, evaluation, and incentives.

a. In **approving local applications**, States should specifically focus on the adequacy of the local plan discussed above. Further, in approving subsequent applications for districts which have not achieved their goals, the State should ensure that proposed revisions are substantial and effectively designed to overcome the barriers to achieving those goals. (Requirements for Secretary approval of State plans should be analogous.)

b. A full range of **technical assistance** should be available to districts in developing and implementing all components of high quality plans. Greater assistance should be provided to those schools and districts experiencing particular difficulties in developing high quality programs and achieving goals. A significant portion of technical assistance funds should be expended on assistance specifically directed to parents and secondary students to enhance their ability to participate in program improvement efforts.

c. State **monitoring and enforcement** plans should be designed to treat the local program quality and planning requirements as seriously as the fiscal requirements of Chapter 1. Parents at the local level must be seen as critical parties in the monitoring and enforcement process, and need the information and assistance to do so.

It would not be a violation of Chapter 1 for a school district to fail to achieve its goals. (It is important to avoid disincentives for districts to set high goals and be honest with themselves, the parents, and the State about problems.) It would be a violation of Chapter 1 to fail to comply with the actual requirements above for developing and implementing a local plan. And one of those requirements would be to take substantial and effectively designed steps, based upon the local annual evaluation, to identify and remedy barriers to achievement of the goals after that local evaluation reveals weaknesses in the program. (Again, parallel federal monitoring and enforcement provisions are needed.)

d. State and federal **evaluation** processes need to look at achievement of program goals and the quality of local program planning and implementation. In order to complement, rather than conflict with, the local evaluation focus on achievement of local goals (consistent with any state standards), it may be necessary to provide that uniform State and national achievement data be based upon independent evaluation, rather than relying on the strained attempt to aggregate local evaluation results.

e. States should develop **incentives** for districts, schools, and staff members who are exemplary in developing high quality programming -- such as grants to schools to disseminate their strategies to others or to expand a successful program to currently unserved, eligible children, or short-term sabbaticals for staff who have demonstrated significant accomplishments with educationally disadvantaged children.

C. PARENT INVOLVEMENT

According to local Chapter 1 administrators, in only 7% of their Chapter 1 schools are parents "substantially involved" in advising on program design; 45% report that parents are not involved at all.[3] This was found despite the fact that advising on program design and implementation is the one parent involvement requirement in the law that has been retained for 22 years and survived the change to Chapter 1.

As I said previously, parents are the first and primary educators of their children and they have the right to be involved in decisions that affect their children. There is clear evidence that the more fully parents are involved, the more their children achieve, and the better their schools perform.[4] Further, no matter what the State and federal role, we must ultimately depend upon informed and involved parents to see that programs are well run and that problems are resolved at the local level.

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[3] Preliminary Findings of the National Assessment of Chapter 1, prepared for Congress by the Office of Educational Research and Improvement, Table E-1 (March 1987).

[4] For a recent update of the research in this area, see Anne Henderson, The Evidence Continues to Grow: Parent Involvement Improves Student Achievement (National Committee for Citizens in Education, 1987).

In addition, studies and experience show that unless there are clear mandates and a specific enforceable process, parent involvement programs either do not exist at all or are not effective. Both parents and educators must know what is expected of them and what the rules are. Therefore, the Chapter 1 law should establish the basic elements of an effective, organized parent involvement program, while at the same time allowing parents to shape the specific forms that this involvement should take in our community. The law should also specify clear and appropriate roles for the State and Federal government to play in ensuring effective parent involvement.

Under the present legislation parent involvement is not working. With the dismantling of Title I and the adoption of Chapter 1, school systems across the country discarded parental involvement. Doors closed in parent's faces when they tried to inquire about the program or raise the kinds of program quality problems I mentioned above. This step backward is especially appalling when you realize that even before Chapter 1, federal studies have shown that only a minority of districts provided for real involvement in program design and implementation -- as opposed to rubber-stamping, one-way provision of information, social activities, etc.

We propose to remedy these problems in a way that is both clear and flexible:

1. Initial school and district meetings for all eligible parents (and their invitees) should be held to inform them about the program, its requirements, and their rights of involvement, and to give them a chance to meet each other and to develop their own organization.

2. Once the parents have organized themselves in a manner of their own choosing, that organization and school officials work jointly to develop a policy on parent involvement, to be approved by both the school officials and the parents.

3. The jointly developed policy must assess and address certain basic issues central to parent involvement, including:

   a. Regular communication among parents;

   b. Ongoing, informed, and timely involvement in decisions on all aspects of program planning, implementation, and evaluation, with timely response to their recommendations;

   c. needs for adequate parent training (on program requirements, curriculum, etc.), full and timely information, and other support;

d. outreach, including outreach to limited-English-proficient and hard-to-reach parents;

e. assistance to parents in working with their own child, including addressing needs and barriers parents may face in doing so (such as limited English proficiency); and

f. adequate staff assignment, staff training, and budget to carry out the chosen activities.

We do not propose to tell parents and schools how these issues should be addressed -- simply that they together should assess each of them and design ways of addressing them which speak to local needs. We believe that if schools and parents are given clear mandates to address these issues, they can come up with creative responses. (For example, in Alexandria, Spanish-speaking parents who are English-proficient pair up on a one-to-one basis with those who are not, so that they can translate at parent-teacher conferences and other meetings. Without that, they have to take on faith that the school system is providing the best instructional program for their children, without their knowledge and input.)

4. School officials and parents should then jointly evaluate how well the parent involvement is working and take annual steps to overcome barriers to involvement.

Instead of accepting and justifying non-involvement of parents based upon untested assumptions, the school community should attempt to get to the real root of the problems and remedy them so it can do better the next year. For example, it may be discovered that many parents are not participating because of inconvenient meeting times, lack of basic information, limited English proficiency, or a sense that they are not welcome in the school. Only by asking parents, in a way designed to elicit frank reactions, will the underlying problems become clear.

5. Students should be involved in developing, through similar mechanisms, a policy for student involvement if secondary schools are included in the Chapter 1 program.

6. State and federal responsibilities -- for technical assistance (including assistance to parents), application approval, evaluation, monitoring and enforcement, complaint procedures, and incentives -- should then be carefully keyed to the local parent involvement provisions. We also support the funding of parent-governed training and information centers modeled on those now available to parents of handicapped

children.

Parent involvement has all too often been last on the list of issues for federal and state agencies to press with their local counterparts. The 1978 study by the Syracuse Research Corporation on Title I administration showed clearly that local officials interpreted this low profile to mean that parent involvement was not a priority. Clearly, the federal and state role should include technical assistance to LEAs in strategies and techniques for effective involvement, implementation of a simple but effective complaint procedure, evaluation of local parent involvement, monitoring and enforcement of district plans, development of a technical assistance system for parent groups, and recognition and dissemination of model programs.

Parent-governed centers would provide a critical resource for the enfranchisement of Chapter 1 parents. As parents of handicapped children have discovered, parents need to be able to turn to a source of information and assistance outside the official bureaucracy -- people who speak their language and share their concerns. There are now centers for parents of handicapped children [established under Sec. 631(c) of the Education of the Handicapped Act] in virtually every state. They are a badly needed model for parents of Chapter 1 students, who generally have even fewer places to which they can turn.

D. TARGETING AND FISCAL REQUIREMENTS

"In a case study of school selection in a sample of 30 school districts, the average poverty rate of schools selected for Chapter 1 in low-poverty districts was about 9%. The average poverty rate of schools not selected for Chapter 1 in the study's high-poverty districts was about 25%."

> Preliminary Findings of the National Assessment of Chapter 1, prepared for Congress by the Office of Educational Research and Improvement, page 3 (March 1987).

The problem revealed by this finding needs to be addressed in Congress's consideration of the **method by which funds are allocated to districts.**

In addition, we:

- support reinstatement of **comparability standards** and reporting requirements;
- support retention of the matching requirement for **school-wide projects**, so that actual per-pupil expenditures are not diluted in such schools, but also support the broadening of the options for meeting the

match -- such as by allowing states to meet the match where local districts are unable to do so (as under the Vocational Education Act) -- so that more schools can qualify;

- urge you to seek **significantly increased funding** for this valuable program, in a manner designed to allow it to reach all eligible children in need of its services, including those in secondary schools (see our conclusion).

D. CHILDREN AND PARENTS WITH LIMITED ENGLISH PROFICIENCY

1. The full participation of eligible limited-English proficient children must be assured, and the full range of Chapter 1 and other needed services must be coordinated.

Programs which address only the language needs of Chapter 1-eligible children are insufficient to address the full range of compensatory needs of these children. In addition, schools should assess the language abilities of limited-English proficient children to ensure that the need to become proficient in English is not confused with the need for other compensatory services. Schools should coordinate Chapter 1 programs with language assistance programs in order to assure that the full educational needs of these children identified and met.

2. All aspects of parent involvement must be accessible to limited-English proficient and illiterate parents.

While parent involvement has been shown to be critical in the educational success of children, it is perhaps even more critical for those children who face the combined barriers of poverty, low achievement and limited English proficiency. Because the parents of Chapter 1 students are themselves likely to be limited in their language abilities, all aspects of the program must be immediately accessible to these parents. Schools should employ personnel who can communicate with the parents who do not speak English, and design parent involvement activities so that all parents are able to fully participate.

3. Evaluations on the effectiveness of the Chapter 1 program should include the program's effects on limited-English proficient children.

Few data are available on the services provided to limited-English proficient children. National studies and evaluations should include the program's effects on limited-English proficient children, and the extent of their participation relative to their eligibility.

E. CONCLUSION

We strongly urge increased funding, both to serve the currently unserved who are eligible and in need of this important program and to do a better job of carrying out the responsibilities above. This should include adequate resources for the States and the Department to carry out their responsibilities. As OERI found in its Preliminary Findings (p.16),

"With the changes in staffing [a 46% drop in federal staff between FY 1981 and 1986], program reviews have become less frequent, the number of staff conducting reviews has declined, and fewer staff provide technical assistance in parent involvement, needs assessment, basic skills and school and student selection practices. However, technical assistance in providing services to private school students and program improvement, has increased." [Similarly, state-level Chapter 1 staff dropped by 30%.]

At the same time, it is unacceptable to say that our proposals for ensuring program quality and parent involvement will not be addressed unless additional funds are first found. Programs which do not do this kind of integrated planning or which are not responsive to parents are simply not making the best use of precious dollars. Particulary given that, in contrast to some other federal programs, Congress funds the full cost of whatever Chapter 1 services are provided, it has a right and responsibility to insist on these minimal requirements for assuring that the funds are well spent.

It is inspiring to hear from parents of children for whom Chapter 1 has worked. I would like to share with you a letter from a former Chapter 1 parent to the parent coordinator, explaining both what the program and the district parent council organization have meant to her and her son. (Letter attached.)

Let us make it work more effectively for more students. Congress now has an opportunity to be genuinely effective in the education arena by ensuring that program quality is spelled out in a clear mandate, and further ensuring that parent involvement be an implemented reality at local levels, not just a policy.

The National Coalition of Title I Chapter 1 Parents' Board of Directors and members respectfully ask the Congress to pass Chapter 1 legislation that will ensure academic and social achievement for all of America's children.

Thank you.

Exhibit 11

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CHAPTER I

August 15, 1986

Dear Mrs Byes,

With this letter I would like to express what you and this organization has meant to me.

Three years ago I was what I considered an insignificant person registring my son into school. Little did I realize that I too would begin to grow in ways that I never dreamed of. My first knowledge of Chapter I was thru a worker called Glenda Austin who at every PTA meeting made herself available to the parents. The speakers she introduced at each meeting would fill me with excitment and the urge of wanting to know more. As my son began his second year in the Chapter I program I felt the need to dedicate more time to him and to knowing how to help him. Every meeting that I attended, I tried to absorb as much as I could and when I met The Co-ordinator of the program. I aspired to reach at least 1/16" of an inch of her stature. Your wisdom, intelligence, and loving personality, dedication to the children inspired me to try to reach out to parents and share my feelings of how important it is for our children to succeed.

And it was this inspiriation that has given me the drive to succeed in all aspects of my life.

My son now no longer needs the chapter I services. The Program works he is now at his correct level and can Keep his own with my help. Just as he has graduated from the program I feel that I too am graduating. From a shy insignificant person: I feel I have grown and aquired the Knowledge to help my children. and the Lord has seen it fit to permitte me to work with Project Head Start where I will assist in teaching pre-schoolers. I assure you that all that I have received from chapter I will be shared with all the parents that I will come in contact with.

In my heart you and all those that I met thru your program will alway be very dear to me. I pray that God Bless each and everyone of you richly. And the he give you the strength, health and stamana to Continue the program for all those children now entering the program. The Lord Keep you and Bless you always. Thank you for giving so much of yourself

Alway greatfully yours
Esperanza S.

Senator PELL. Thank you very much indeed for your testimony. I will come back for questions.

Mr. Bove.

Mr. BOVE. Mr. Chairman, Senator Stafford, I appreciate the opportunity to speak today on behalf of the National Association of Directors of Migrant Education, and on behalf of the migrant children who benefit from the programs served by Chapter 1.

We also appreciate very much the recognition that the Senate and the Congress has given in the past to these children who are really children of the Nation. They have unique needs that cannot always be served by programs in local schools. They are a local, a State and a National concern.

These children move through those environments, and I think the Chapter 1 program has done a lot to address the needs of those children in those programs.

I would like to talk about some of the aspects of the migrant program that make the program unique. Some years ago, a very few years ago, I had occasion to hear testimony given to Congress, and there were some migrant parents testifying. One of the mothers spoke about coming up from Texas and working in the fields of Minnesota and Michigan. She had eight children. Her husband had died. Five of the children were still with her. The school officials in Texas asked her to stay there because two of her children were achieving. If they could stay, they would do well. She had to leave. The financial situation got to such a point that she did leave. She said she got up to the northern State, and when they got there, one of her children had a high fever, one of her daughters. They came in at night to the camp and there was a migrant education program there to meet the people, to enroll the people in the program. And she said they took the child to a hospital. She had scarlet fever, and the mother said, "I have lost a lot of things. I have been unable to accomplish many things," and she said, "Please do not take this migrant education program away from me." I have been with the program for 20 years. I was moved.

First of all, as I said, the school is a local world and that migrant program makes room in the local world for the kids who come in from nowhere going back to nowhere. There was a time when they were put in single rooms or put in the backs with coloring books and crayons to keep busy for the little while they would be there. Today that is not so. Today they have identity. There is a system within the United States, the Migrant Student Record Transfer System, which is initially, or potentially rather, in every single school district in the Nation. 16,000 schools participate. That system has come up with a way of sharing information on health and education that all educators throughout all States have agreed to.

Children are no longer invisible when they come into a system and invisible when they leave. The focus is on the child, and I would like to emphasize a few things that came out of a very recent study.

Of the Migrant Student Record Transfer System itself, the study found there is a positive relationship between the student's grade level and entry into the migrant program. What that means is, if they had entered when they were younger into the program, they showed gains and sustained gains over the length of the period of involvement in programs across the country each time they moved and landed and were in, or continued in the migrant education program. Children who were late entrants showed far fewer gains.

The data indicates the student's performance on arithmetic tests increases with the number of math skills recorded. Again the skills are those that I explained to you. The States had agreed they would use common language in talking about the achievement of children in math, in reading, in early childhood. 16,000 schools have voluntarily agreed to share information through that common language.

The study reveals that the level of reading skills of migrant students on the average is approximately one and a half grades below the actual reported grade level of all other students. However, standardized tests on children who were long time in the program indicated that they indeed are above that one and a half year behind grade level for the average.

In the testimony that I included for the record, testimony prepared by Mr. Miller in Little Rock, I did want to emphasize these few points.

First of all, the Migrant Student Record Transfer System, that it be continued to be funded and the language be consistent with the Hawkins-Goodling bill, H.R. 950, that is, we keep the $6 million floor for interstate coordination and, at the same time, not allow the information system to be simply a Federal information collecting system. The key to that national migrant program is that migrant transfer system that all the States share in.

Second, allow the States a 5 percent leeway to compensate for errors in documentation on eligibility for migrants.

And I thank you.

[The prepared statement of Mr. Bove, with an attachment, follows:]

INTERSTATE MIGRANT EDUCATION PROGRAM
AND
NATIONAL MIGRANT STUDENT RECORD TRANSFER SYSTEM

A TESTIMONY GIVEN TO
THE SENATE SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

by

Mr. Richard Bove
Supervisor
State Regional Offices and Migrant Unit

June 26, 1987

Mr. Chairman and members of the subcommittee:

I would like to thank you for the opportunity to present testimony on behalf of the 750,000 plus migratory children of migratory agricultural workers and fishermen who are benefitting from the educational services provided under Chapter 1 of the Education Consolidation and Improvement Act (ECIA) of 1981 as amended. At your request, I am testifying today as a citizen with more than 25 years of experience in working with migratory families. The past 20 years have been in the service of migrant education, as the state director of migrant education for the State of Arkansas from 1966-68. Since 1969, I have been the director of the Migrant Student Record Transfer System (MSRTS), a national computerized network to transfer academic and health information on migrant children attending the schools of our nation.

The migrant education program is the largest and most dynamic State Education Agency (SEA)-administered program funded by the U.S. Department of Education under Chapter 1 of ECIA. Authorized in 1966 as an amendment to Title I of ESEA, the program has blossomed into one of the best kept secrets in the federal government. The uniqueness of the program has opened communication and coordination between all states. The federal government has been challenged to become a full and equal partner in the conduct of the program on a national basis. At the center of all efforts is the migrant child, whose education depends, not on the efforts of one local school district in a state, but on the combined efforts and leadership of many school districts in as many states as the child may reside while his or her parents, and oftentimes the child, harvest and process our nation's food.

Therein lies the uniqueness of this program. A program whose purpose has always been to provide educational opportunities for migratory children and not to perpetuate circumstances.

A major program component is the Migrant Student Record Transfer System (MSRTS). The MSRTS is a computerized system for the storage and retrieval of academic skills and vital health information on migratory children. Through a national network of computer terminals, the 49 participating states, Puerto Rico and the District of Columbia can communicate this information on an interstate basis to assist in the development and delivery of the migrant's educational services. Based in Little Rock, within the Arkansas Department of Education, the MSRTS was conceived and developed by the states in response to the most critical need--communicating data on migrant children while they reside in each respective state. The system was implemented in 1969, became fully operational in 1971 and currently contains more than 750,000 migratory children's records.

The MSRTS is a dynamic system constantly being refined to meet the unique needs of migrant children and the states that serve them. The most notable enhancement was the development of the Skills Information System to communicate easily understood skills statements in math, reading, early childhood education and oral language development. Another is the Secondary Credit Exchange System which can store and transmit critical information on the courses enrolled in and the credits earned by migrant students at the secondary level. Both enhancements resulted from the work of numerous interstate committees of migrant educators. The MSRTS does not dictate curriculum, textbooks or courses of study, it does provide the states with a wealth of information they have recorded.

Recently, my office completed an analysis of the system's information to assess the extent the data could be used to indicate the performance of migrant children. It is fully understood that the system was not designed for research nor for evaluation purposes. However, an examination of more than 144,148 records did provide the following information for calendar years 1983-85:

1. The study found that there is a positive relationship between the student's grade level and entry into the migrant program. The younger the migrant student is at entry the better he performs across all remaining grades.
2. Children who enter at age six score higher on standardized tests at every grade level when compared to those migrant children who have later entry dates.
3. The data indicates that the students performance on arithmetic tests increases with the number of math skills recorded.
4. Test performance rose dramatically for students in grades 9, 10 and 12 when approximately 20 or more math skills were recorded.

5. The study reveals that the level of reading skills on migrant students is approximately one and one-half grades below the actual reported grade level of the student. However, standardized test performance increases for students in grades 2, 3, 4, 7 and 8 when more than 14 reading skills are recorded.

We could expand, but the overriding conclusion is that when states identify and enroll a migrant child at the earliest possible age, and his record is diligently kept current and rapidly transmitted, the migrant child will perform well on standardized tests, in all the remaining grades.

My colleagues and I had an opportunity to study the legislative proposal submitted for the reauthorization of the Education Consolidation and Improvement Act of 1981. Specifically, we have analyzed H.R.950 (the Hawkins, Goodling Bill) and H.R.1155 and S.594 which are identical proposals by the Administration. This testimony is based on the provisions that impede the education of migratory children. I lend my support to the migrant provisions of H.R.950 since they, if enacted, would provide a more realistic approach to addressing the needs of the thousands of migratory children. The Administration's proposals would negate the great gains the program has made over the past 20 years. The Administration proposes the following:

1. Eliminating the definitions of "Agricultural Activity," "Currently Migratory Child," "Fishing Activity," "Migratory Worker" and "Migratory Fisherman." No other definitions were proposed, leaving it open to develop definitions by regulations.
2. Removing the 85% minimum payment of the previous year's grant provision from all Chapter 1 programs and offering no substitute.
3. Reducing the amounts that a formerly migratory child can accrue for the program by substituting a formula to reduce by one fifth the amount they can accrue for each year they are classified as formerly migrant up to five years. This presupposes that all migratory children cease to migrate at the beginning of every year which they do not. Calculations would have to be made for every formerly migratory child to determine which portion of the year they were at one level and which portion at the reduced level. Migrant children fluctuate between classifications (currently, formerly) throughout the calendar year.

4. Reorders the priority of services provision in the current statute and eliminates preschool services to formerly migratory children.
5. Requires a state to annually obtain parental concurrence for a child to be considered formerly migratory.
6. Eliminates the conditions the Secretary must follow before redirecting the contract for the MSRTS from one state to another. Also, the Administration wants to change the MSRTS into a federal system of records to give it access to migrant academic and health information which is personally identifiable.

These are but a few of the Administration's proposals the states object and emphatically oppose.

The following recommendations have been developed and respectfully submitted for consideration to improve the program and are consistent with those proposed in H.R.950 by Congressman Hawkins of California and Congressman Goodling of Pennsylvania. These recommendations are in concert with those proposed by the National Association of State Directors of Migrant Education (NASDME), and the Interstate Migrant Education Council (IMEC) of the Education Commission of the States (ECS).

Recommendations for program improvement:

1. That the Migrant Student Record Transfer System continue to be funded and the language be consistent with P.L. 99-159 and the Hawkins and Goodling Bill H.R.950. This would keep the $6 million floor for inter- and intrastate coordination and at the same time would not be a federal information collecting agency.
2. Allowing the states a five percent leeway to compensate for errors in the documentation of eligible migratory children.

   Rationale: Statewide identification and recruitment of eligible migratory children are an extensive operation requiring many people and comprehensive documentation. Auditors have come into a state, sample a handful of children's records and apply the percentage of children they deem ineligible across the entire state. Although the Department acknowledges that decisions on eligibility are judgement calls, the auditors do not take this into consideration and audit exceptions are taken against the entire migrant child population of the state in direct proportion to the percentage the auditors deemed ineligible from the handful of sampled records. The states oppose this procedure as grossly unfair.

3. Development of a national standard form for certification of migrant students. The form should contain only the minimum criteria for eligibility thereby allowing the states to augment the data to satisfy each states' informational needs. Parental signatures should not be required to certify eligibility.
4. Section 142.(a)(2) of Title I, ESEA, should be amended to reflect the current nomenclature of programs that migrant education must coordinate. The listing should include Section 418 of the Higher Education Act, Section 402 of the Job Training Partnership Act, all appropriate sections of the Community Services Block Grant Act and programs such as migrant Headstart, migrant health and all applicable programs in the Departments of Labor and Agriculture.
5. Revise the language relative to parental involvement to that proposed by H.R:950 (Hawkins, Goodling Bill).
6. Amending the requirement for states to assess the sustained gains of migratory children by permitting them to measure only those formerly migratory children who have been served under this subpart for at least two consecutive years at a local program school site. Children who are currently migratory would be excluded from the sustaining gains measures completely.
7. Authorize the use of the Migrant Student Record Transfer System (MSRTS) to receive, maintain and transfer Individual Education Plan (IEP) for those migratory students who have been determined to be in need of special education programs.
8. Include in the statute a provision to require the development and implementation of a national program of credit exchange and accrual.
9. Create a National Commission for the Education of Migratory Children. This would be consistent with the amendment by Congressman Bill Ford to H.R.950.
10. I totally support the provision in H.R.950 that provides for the development of a program named "Even Start Program" and support the inclusion of a three percent set aside for migratory children. I

ask for consideration of augmenting this provision with a set aside authority for the states administrative costs.

11. I further recommend that this committee support the "Secondary School Programs for Basis Skills Improvement and Dropout Prevention" contained in H.R.950. I, respectfully, request this committee to ensure that a specific set aside authority be included in this section for migrant children similar to the set aside provision in the "Even Start Program." This recommendation is made in view of the high dropout rates among migrant secondary students.
12. Amend Sec. 142.(b) of Title I, ESEA to define the area served by the program to mean the entire state. This could be consistent with the "residing in the state" requirement in Section 141.(b)(1)(i).
13. Fully fund the migrant education program to permit for the full implementation of the provisions of these recommendations, and such action would allow us to place a computer terminal at every school site that serves 50 or more migratory children.

Mr. Chairman and members of the subcommittee, I wish it were possible for you and your distinguished colleagues to spend some time observing and discussing the many activities involving migrant education. The dedication of the teachers, parents, administrators and local community groups is infectious. The children are responsive and eager to participate in all program activities. It is not a program with high visibility, however, no other program is more satisfying and rewarding to know your efforts are appreciated and the most deserving of our citizens, the migrant workers and their families benefit.

I make the recommendations to improve the programs of education for migratory children based on my 25 years of experience working with migrant children and working closely with states participating in the program as director of the MSRTS. I, respectfully, submit this testimony in the hope that you will consider it and we can work cooperatively to provide the best educational programs and opportunities to the migratory children of our nation.

MIGRANT ATTRITION PROJECT
State University of New York at Oneonta
Oneonta, New York 13820 • 607-432-0781

MIGRANT ATTRITION PROJECT

EXECUTIVE SUMMARY

A study funded by the U.S. Department of Education, sponsored by the New York State Education Department, and conducted by the State University of New York at Oneonta has determined that the **GRADUATION RATE FOR THE NATION'S MIGRANT YOUTH HAS RISEN TO 49% AND THAT THE DROPOUT RATE FOR THE SAME POPULATION HAS DECLINED TO 45%.**

The project was a cooperative effort among the states of Florida, Georgia, Illinois, Michigan, New York, Ohio and Texas. Richard A. Bove, Chief of the New York State Bureau of Migrant Education, in releasing the results on behalf of the cooperating states, noted that the last research which had attempted to estimate a national dropout rate had been completed almost 12 years ago. That study, conducted by Exotech Systems, Inc., found the dropout rate for migrant students to be at least 90%. Regional studies conducted more recently in Texas and California have suggested that the dropout rate was falling. The results confirm Bove's earlier contention that the success of intervention and support methods provided by migrant education programs throughout the nation during the last ten years would be reflected in higher graduation and lower dropout rates.

Attention has been focused recently on the national dropout rate for the general population, which according to recent studies has risen gradually from 25% to 29% over the last 30 years. Migrant students as a subgroup of the general population exhibit most of the same characteristics of other **HIGH RISK YOUTH** but experience them to a greater degree. A reduction in the migrant dropout rate clearly suggests that the strategies, support and follow up procedures employed by migrant program personnel provide a success model for adoption by other educational organizations.

A Migrant Education Interstate/Intrastate Coordination Project, PL95-561 Section 143, administered by the Bureau of Migrant Education, New York State Department of Education, Albany, N.Y., Richard Bove, Chief.

MIGRANT ATTRITION PROJECT

ABSTRACT OF FINDINGS
August 10, 1987

OVERVIEW

The State University of New York at Oneonta received funding under Section 143 of ECIA from the U.S. Education Department Migrant Education Division to conduct a research study that would determine a national dropout rate among migrant youth. The proposal was awarded in July of 1986 and results were tabulated in July of 1987.

Many migrant educators, administrators, directors, and policy members had felt that the dropout rate for migrant students had been declining. The most recent **national** study of migrant student dropouts was conducted in 1974 and determined the dropout rate to be at least 90%. The Migrant Bureau of the New York State Education Department encouraged S.U.N.Y. at Oneonta to apply for a grant to conduct a longitudinal study which would verify **THAT WHILE THE DROPOUT RATE FOR THE NATION AS A WHOLE IS RISING, THE DROPOUT RATE FOR MIGRANT STUDENTS IS FALLING.**

RESULTS AND CONCLUSIONS

The MAP (Migrant Attrition Project) research determined the national dropout rate for migrants to be 45% and the national graduation rate for migrants to be 49%. The conclusions are based on the results of a national sample of 1000 students randomly selected to reflect the actual distribution of students according to sex, race, migrant status and state of residence. The students were drawn from the national database for migrant students known as MSRTS (Migrant Student Record Transfer System).

The MAP study suggests that during the past 12 years the national dropout rate as determined by the 1974 Exotech Systems study has been cut in half. Further, the graduation rate among migrant students during the same period has risen nearly 500%, from 10% to 49%.

The improvement reflected by these figures demonstrates the effectiveness of the intervention, support and remediation strategies provided by migrant education programs throughout the nation. In view of the rising dropout rate for the nation as a whole during the past 30 years (from 25% to 29%), it would appear that the migrant education program may have much to offer as a model for improving the graduation rate for youth in general.

METHODOLOGY

The project followed a cohort of 1000 migrant students who were selected randomly from the MSRTS (Migrant Student Record Transfer System). The students were selected from a universe of 30,500 migrant students who were identified to have been in the 7th grade during the 1980 - 1981 school year and who could have been expected to graduate at the end of the 1985 - 1986 school year. By following a specific six year sequence the project could determine both national and by-grade attrition rates.

MSRTS records were searched to determine the most recent or last enrollment site for each of the 1000 students. Students who, according to their MSRTS records, had graduated were immediately recorded as graduates with no further follow up required. Follow up arrangements were made to contact the last or most recent enrollment site for all other students to determine whether the students had graduated, were still in school (had not dropped out), had transferred to another school, had officially withdrawn without graduating (dropped out), or had left with no forwarding information (current educational status unknown.)

State directors of migrant education in the 41 states from which students were randomly selected were contacted to obtain their cooperation and support in reviewing the educational status of the students identified within their states and to determine a follow up procedure for those students whose educational status at the end of the 1985 - 1986 school year was unknown (those whose MSRTS records did not indicate graduation). All of the state directors, with the exception of Maine, agreed to cooperate and either offered to arrange the follow up procedures themselves or authorized the MAP staff to contact the migrant programs and/or schools directly.

MSRTS produced the essential information required to conduct a follow up on the 1000 students randomly selected. Follow up sheets were developed for each of the students and the educational status of each student was recorded in the MAP project databank according to the categories listed above. The responses in each category were counted. Totals and percentages for each category were established.

RESULTS

Reports were obtained for 904 (90%) of the 1000 students. Of the 904 reports, 642 (71%) contained specific information about the students' educational status at the end of the 1986 school year and 262 (29%) indicated the students had either transferred or that no information about the students' current educational status could be obtained. The educational status of the 642 students forms the basis of the figures calculated below:

48.8% of the students (313) graduated
44.7% of the students (287) dropped out
5.9% of the students (38) were still in school
0.6% of the students (4) died

STATISTICAL ANALYSIS

The technical appendix prepared for the project's final report asserts that the procedures employed in determining the random sample provide a 95% certainty that the true dropout rate for migrant students is 44.7% with an approximate bound of 4%, thus yielding a range of between 40.7% and 48.7%.

Concern was expressed for the possible impact of the 262 students for whom no current data could be obtained. The most likely conclusion is that the 262 students reflect a subsample which is also a random sample and would, therefore, have the same distribution of graduates and dropouts as the random population of 642 students. However, applying a best case (all unknown students graduated) and a worst case (all unknown students did not graduate) alternative to the possible distribution of the 262 students yields dropout rates which range from 64.5% (worst) to 24.1% (best). The midpoint between these percentages is roughly 45%, consistent with the dropout rate concluded earlier.

STATE PARTICIPATION

The project was written to be a cooperative effort among the states of Florida, Georgia, Illinois, Michigan, New York, Ohio, and Texas. New York agreed to operate the project, and representatives from each of the seven states agreed to form an advisory committee.

The original concept described a sample drawn from status I migrant students in the participating states. The advisory committee agreed to modify the original research design to include 1000 students randomly selected from 1980/81 7th grade enrollments on the MSRTS databank for the nation as a whole. The result was a sample which reflected the state by state distribution of a universe of 30,500 students who matched the design criteria. The 1000 students selected by the random process had latest school enrollments in 41 states plus Puerto Rico. With the exception of Maine, state directors cooperated with the study; many provided staff members to perform the follow up tasks on individual students.

OUTCOMES AND BENEFITS

The project determined that the national dropout rate for migrant students is 45%, a drop from 90% as determined by a study in 1974. This reduction is impressive because it shows improvement in curtailing dropout incidence at a time when the nation as a whole is frustrated by a national dropout rate which increased this past year to 29%. The reduction further supports the contention that the methods employed by migrant educators and the cooperative efforts provided through interstate networking on behalf of mobile students are an exemplary response to the dropout problem.

The distribution of the results and methodology of this project will reaffirm to educators, administrators, and policy makers that the concept of migrant education is successfsul and that its cumulative effect is significant.

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SELECTED MIGRANT DROPOUT RATE STUDIES (1975 - Present)

Following are brief synopses of dropout rate studies conducted since 1975.

Date	Study	Synopses
1975	EXOTECH	Nationally, migrant students have only an 11% chance of entering 12th grade (resulting in at least an 89% dropout rate). METHODOLOGY: MSRTS Enrollments, school interviews.
1979	Texas Education Agency (Hinojosa, Miller, et al)	73% of Texas migrant students in 3 districts in Region II dropped out of school before graduating. METHODOLOGY: Cohort survival, N=156.
1982	Texas Education Agency	50% dropout rate for students in 3 selected school districts. METHODOLOGY: Cohort survival, N=200.
1985	Mark Duerr	Between 26% and 37% of California migrant students in Region II dropped out before graduation. METHODOLOGY: Cohort survival, N=592.
1986	Texas Education Agency	50% of all Texas migrant students dropped out before graduation. METHODOLOGY: Combination of MSRTS enrollments, grade averaging and school district estimates.
1987	Migrant Attrition Project (MAP)	45% of migrant students, nationally, drop out before graduation. METHODOLOGY: Cohort survival, N=1000.

A Migrant Education Interstate/Intrastate Coordination Project, PL95-561 Section 143, administered by the Bureau of Migrant Education, New York State Department of Education, Albany, N.Y., Richard Bove, Chief.

Senate PELL. Thank you very much indeed.

Dr. Hicks.

Dr. HICKS. Thank you, Mr. Chairman.

I am the Past President of the Conference of Educational Administrators Serving the Deaf. Our organization is referred to as CEASD. It was founded in 1869 and is an organization of schools and programs providing educational services to deaf persons. Nearly all State-operated schools for the deaf are members of CEASD, and our membership also includes local program models of various types.

We are pleased to have this opportunity to address this Subcommittee regarding our concerns for quality educational programming for the deaf. The State-operated schools among our membership are representative of programs most likely to be recipients of funds under Chapter 1 of the Education Consolidation and Improvement Act of 1981, and in particular that part also known as Public Law 89-313. Because our membership's knowledge of the significant impact these funds have on educational opportunities for deaf children, our testimony is focused on support of reauthorization of Public Law 89-313.

It is the position of CEASD that the provisions of Public Law 89-313 should remain intact.

The objective of this program is to provide financial assistance to State agencies for programs to meet the special educational needs of children with handicaps in State-operated or State-supported schools. In addition, funds may be made available through local educational agencies under certain conditions for children with handicaps who have left the State agency program and are now enrolled in a local agency program.

This program is project oriented, child centered and designed to expand and improve special education and related services to children with disabilities and youth currently or previously educated in State-operated or State-supported programs. It is projected that 254,000 children and youth with handicaps will be served during the current school year.

The importance of Public Law 89-313 funds to the education of deaf children is clear. In the 1985-86 school year, 44 States reported projects funded through Chapter 1, specifically for services to deaf children and youth and their families. The services provided included developmentally-based individualized learning programs, computer camps, teacher aides, parent liaison services, transitional services for deaf-blind youth, summer tutors, psychological services, and a full range of innovative programs.

I have provided for the information of the Committee a complete list of these programs.

In addition to these special projects, 49 schools or classes indicated that they used Chapter 1 funding for providing supplemental services, supplies or equipment to hearing-impaired students. In addition to State funding, handicapped children received funds from two essential Federal resources: Public Law 94-142 and Public Law 89-313. The majority of schools serving deaf children which are State-operated or State-supported received little or no funding from Public Law 94-142 due to State and Federal guidelines unless the funds come from the discretionary portion of a State's allotment.

As a result, Public Law 89-313 funds typically form a strong foundation of service to deaf children in State-operated programs.

They serve deaf students with greater education and social and emotional needs. An appropriate education for the student whose "least restrictive environment" is a State-operated program often requires more extensive and more expensive related services. Should Federal support be withdrawn or decreased, State and local school programs would be unable to make up for the lost services, and many deaf students would be denied the full services they need.

The Administration's efforts to revamp Chapter 1 and withdraw its specific support would have an adverse effect on the education of deaf children. The result would be to penalize students whose individual education programs call for placement in a State-operated school or program by depriving them of Federal monies which are available to handicapped children in other educational settings.

The Conference of Educational Administrators Serving the Deaf urges continued support for programs providing educational and related services to deaf children.

Thank you, Mr. Chairman.

[The prepared statement of Dr. Hicks, with an attachment, follows:]

TESTIMONY OF

THE CONFERENCE OF EDUCATIONAL ADMINISTRATORS SERVING THE DEAF, INC.

TO THE

SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

RELATIVE TO

REAUTHORIZATION OF PROGRAMS FOR HANDICAPPED CHILDREN OF CHAPTER 1 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT

SUBMITTED BY

DR. DOIN HICKS
PAST PRESIDENT

JUNE 26, 1987

SUMMARY: THE CONFERENCE OF EDUCATIONAL ADMINISTRATORS SERVING THE DEAF RECOMMENDS THAT THE PROVISIONS OF P.L. 89-313 (CHAPTER 1 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981) REMAIN INTACT.

The Conference of Educational Administrators Serving the Deaf (CEASD) was founded in 1869, and is an organization of schools and programs providing educational services to deaf persons. Nearly all state-operated schools for the deaf are members of CEASD, and our membership also includes local program models of various types. We are pleased to have the opportunity to address this Subcommittee regarding our concerns for quality educational programming for the deaf.

The.state-operated schools among our membership are representative of the programs most likely to be recipients of funds under Chapter 1 of the Education Consolidation and Improvement Act of 1981, also known as P.L. 89-313. Because of our membership's knowledge of the significant impact these funds have had on educational opportunities for deaf children, our testimony is in support of the reauthorization of P.L. 89-313. It is the position of CEASD that the provisions of Public Law 89-313 should remain intact.

The objective of this program is to provide financial assistance to state agencies for programs to meet the special educational needs of children with handicaps in state-operated or state-supported schools. In addition, funds may be made available to local education agencies, under certain conditions, for children with handicaps who have left a state agency program and are now enrolled in a local agency program. This program is a project oriented, child centered program designed to expand and improve special education and related services to children with disabilities and youth currently or previously educated in state-operated or state-supported programs. It is projected that 254,000 children and youth with handicaps will be served during the current school year.

The importance of P.L. 89-313 funds to the education of the deaf children is clear. In the 1985-86 school year, forty-four states reported projects funded through Chaper 1 specifically for services for deaf children and youth and their families. The services provided included developmentally based individualized learning programs, computer camps, teacher aides, parent liaison services, transitional services for deaf-blind youth, summer tutors, psychological services, and a full range of innovative programs. (A complete listing of reported programs is attached.) In addition to these special projects, forty-nine schools or classes indicated that they used Chapter 1 funding for providing supplemental services, supplies, or equipment to hearing-impaired students.

In addition to state funding, handicapped children receive funding from two essential federal sources: P.L. 94-142 and P.L. 89-313. The majority of schools serving deaf children which are state-operated or state-supported receive little or no funding from P.L. 94-142, due to state and federal guidelines, unless the funds come from the discretionary portion of a state's allotment. As a result, P.L. 89-313 funds typically form a strong foundation of service to deaf children from state-operated programs.

Chapter 1 recipients generally serve deaf students with greater educational and social/emotional needs. An appropriate education for the student whose "least restrictive environment" is a state-operated program often requires more extensive and more expensive related services. Should federal support be withdrawn or decreased, state and local school programs would be unable to make up for the lost services and many deaf students would be denied the full range of services they need.

The Administration's efforts to revamp Chapter 1 and withdraw its specific support would have an adverse effect on the education of deaf children. The result would be to penalize students whose individual education programs (IEP) call for placement in a state-operated school or program by depriving them of federal monies which are available to handicapped children in other educational settings.

The Conference of Educational Administrators Serving the Deaf urges continued support for programs providing educational and related services to deaf children. Thank you.

Research and/or Demonstration Projects in Schools and Classes for the Deaf

Listed in this section are current (1985-86) research and/or demonstration projects reported by schools and classes for the deaf in the United States and Canada. To provide a clearer focus, the ECIA: Chapter I projects are presented separately, followed by other projects conducted at the reporting sources.

ECIA: Chapter 1

Projects funded through the Education Consolidation and Improvement Act (ECIA) — Chapter I, State Agency Program: Handicapped — are listed below. This act supplanted the legislation stemming from Part B, Title I of the Elementary and Secondary Education Act (ESEA) of 1965 (P.L. 89-10), as amended by P.L. 89-313, authorizing aid to state agencies operating or supporting schools for handicapped children. Since 1965, various amendments to the act have resulted in the following series of laws: P.L. 90-247, P.L. 91-230, P.L. 93-380 and P.L. 95-561. In addition to the identified "projects," 49 schools or classes indicated that they used ECIA: Chapter I funding for providing supplemental services, supplies, or equipment to hearing-impaired students, although they did not specify project title or components.

Alabama

Media Development, Job Readiness, Mobility Services and Support Programs; D. C. Patterson
Alabama Institute f/t Deaf & Blind, Talladega

Arizona

Instructional Support Services
Phoenix Day School f/t Deaf, Phoenix

Supplemental Instructional Services—Classroom Aides; K. Rislor
Arizona State School f/t Deaf, Tucson

Arkansas

Support Services (physical therapy; special transportation; speech therapy); S. Morris
Pope/Yell County Coop., Dover

Support Programs (speech and language services for students; parent-infant education; computer-assisted instruction laboratory for hearing-impaired students); J. S. Finch
Arkansas School f/t Deaf, Little Rock

California

Title 1 Projects (remedial language; reading; math centers; student assistants; psycho-educational consultation, aural rehabilitation; learning disability assessment); J. Arcanin
California School f/t Deaf, Fremont

Developmentally Based Individualized Learning Programs (reading; language; mathematics)
California School f/t Deaf, Riverside

Colorado

Support Services (special education technicians; interpreter/tutor services; sign language tutor; curriculum development; parent-infant advisor); J. G. Osborn
Colorado School f/t Deaf & Blind, Colorado Springs

Connecticut

Data Based Training Program; M. Alberghetti
Connecticut Institute f/t Blind, Hartford

Enrichment Experiences (computer camps; summer school; computer software; library materials)
CREC Hearing Impaired Program, Wethersfield

Delaware

Psycho-Social-Educational-Motor Development of Hearing-Impaired Students; Statewide Education Program for Deaf-Blind Children (district programs for hearing impaired; occupational therapy; graphic arts/woodworking); F. E. Thomure
Margaret S. Sterck School f/t Deaf, Newark

Florida

Special and Support Services (teacher aides; language resource/media services; programmed instruction; hands-on art education; snack bar operation; school-home liaison coordinator; staff and curriculum development; physical education); K. D. Randall
Florida School f/t Deaf & Blind, St. Augustine

Parent Liaison Services (supportive educational and rehabilitation materials for home and school use; diagnostic/medical/psychological evaluations); U. Schommer
Palm Beach Co. School Board, West Palm Beach

Georgia

Supplemental Services (instructional aides; in-service; computers and classroom materials); M. Brown
Georgia School f/t Deaf, Cave Spring

Enhancing Instruction Through the Use of Instructional Aides in the Classroom; M. K. McCubbin
Atlanta Area School f/t Deaf, Clarkston

Hawaii

Support Services (diagnostic prescriptive services for the sensory impaired; guidance in sex education; development of coping skills through guidance); S. Agcaoili
Hawaii School f/t Deaf & Blind, Honolulu

Idaho

Project Youth (physical therapy; clinical counseling; speech evaluations); G. Hoyle
Idaho State School f/t Deaf & Blind, Gooding

Illinois

Parent-Infant Education (speech and language development; physical therapy)
Mark T. Skinner School, Chicago

Development of Transitional Services for Deaf-Blind (work-related skills; age-appropriate recreational/leisure skills; community integration); T. Bourret
Illinois Deaf Blind Service Center/School, Glen Ellyn

Sign Language Classes for Normal Hearing Children
Lake County Special Education District, Gurnee

Supplements to Reading (developmental reading; remedial reading; functional reading; leisure time reading); E. W. Scott
Illinois School f/t Deaf, Jacksonville

Support Services (physical therapy; psychological therapy; occupational therapy; social work); E. Little
School for Hearing Impaired/Jefferson School, Marion

Indiana

Special Services for Multiply Handicapped Deaf; Adapted Physical Education; J. Kurts
Indiana School f/t Deaf, Indianapolis

Kansas

Speech Therapy and Mental Health Consultation; L. Ross
Kansas State School f/t Deaf, Olathe

Kentucky

Realizing the Full Potential of Deaf Students (language development, instruction, and remediation; communication skills development; support services); T. N. Kearns
Kentucky School f/t Deaf, Danville

Louisiana

Resource Services/Social Education Program (parent education/public awareness; early intervention/resource center activities; child search/early identification; sign language/interpreting services; student center); S. A. Martin
Louisiana School f/t Deaf, Baton Rouge

Maine

Mental Health Services and Sound Lab
Governor Baxter School f/t Deaf, Portland

Maryland

Expanded Services (educational improvement and support)
Maryland School f/t Deaf, Columbia/Frederick

Massachusetts

Bridges from School to Work: Summer Tutor—Job Training Project for Deaf Adolescents (job training, vocational assessment and skill training; behavior management; related academic instruction); P. DiNatale
Horace Mann School for Deaf & Hearing Impaired, Allston

Provision of Support Services (audiological, prevocational, media services)
Beverly School f/t Deaf, Beverly

Support Services for the Multi-Handicapped (speech and physical therapy); D. Ricciato
Boston College Campus School, Chestnut Hill

Special Supportive Services: Continuation Project (mainstream support services; psychological services; guidance counseling services); B. G. Blevins
Clarke School f/t Deaf, Northampton

Developing a Conducive Environment: DACE (development of vocational/pre-vocational program; artist in residence; exploration center); H. W. Wyks
Boston School f/t Deaf, Randolph

Michigan

Alternatives and Supplemental Materials for Language/Syntax Development
Flint Community Schools, Flint

Educational Improvement and Support Services; A. Davcantes
Michigan School f/t Deaf, Flint

Minnesota

Individualizing with a Reduced Student/Staff Ratio
Minnesota State Academy f/t Deaf, Faribault

Mississippi

Support Services (curriculum; home-based program; inservice, speech and auditory training)
Mississippi School f/t Deaf, Jackson

Montana

Counseling and Student Services and Itinerant Support (behavioral counseling; school psychologist; IMC aides; audiologist; parent/infant consultants; recreation specialist); R. Gebo
Montana School f/t Deaf & Blind, Great Falls

Nebraska

Expanding the Program for the Special Deaf Child (multi-handicapped services; mainstreaming project; behaviorally impaired services; business education equipment)
Nebraska School f/t Deaf, Omaha

New Jersey

Perceptual Motor and Speech Enrichment Program (for infants to 3 years) (speech; occupational therapy); L. McKirdy
Lake Drive School for H-I Children, Mountain Lakes

Aid to Deprived Children (reading and language)
Bruce Street School f/t Deaf, Newark

Parent/Infant Program (physical therapy; occupational therapy)
Summit Speech School, Summit

New Mexico

Remedial Services (remedial math and reading; youth tutoring youth); V. Smith
Las Cruces School District #2, Las Cruces

Diagnostic, Evaluation, and Remedial Services (speech; counseling; media)
New Mexico School f/t Deaf, Santa Fe

New York

Additional Support Services (social work—counseling; curriculum and evaluation); S. Dhnmacht
Albany-Schoharie-Schnectady BOCES, Albany

Improving Language Skills for Deaf Children (acquisition of language and communication skills; computer software; total communication classes; language assessment); S. Sarran
St. Joseph's School f/t Deaf, Bronx

Supplemental Instructional Remediation Program (counseling and guidance; speech; prevocational training and independent living skills; reading); L. Nadoolman
Hebrew Inst. for Deaf & Exceptional Children, Brooklyn

Support Service Program for Disadvantaged, Hearing-Impaired Learners and Their Parents (reading; speech; communication—language; maladaptive behavior; computer-assisted reading); Sr. F. Solano
St. Francis de Sales School f/t Deaf, Brooklyn

Expanded Educational Opportunities for Multiply Handicapped Deaf Children (maladaptive behavior, socialization, and independent living skills; science, family, and sex education; leisure activities; activities of daily living; English language arts; spelling; writing; academic skills; vocational/occupational education); Sr. V. Young
St. Mary's School f/t Deaf, Buffalo

Support Services for Handicapped (adaptive physical education; occupational and physical therapy; computer-assisted instruction; pre-occupational arts as a language; crisis intervention)
Rensselaer-Columbia-Green Counties BOCES, Castleton

Improvement of Communication Arts (socialization; reading and language; speech and communication; preparation for work); A. Lerman
Lexington School f/t Deaf, Jackson Heights

Continuation of Individualized Interdisciplinary Approach for Multiply Handicapped Deaf Children and Youths (perceptual motor laboratory; manual communication skills; English language arts/reading/writing; communication language arts—secondary program; dance therapy; computer laboratory; Hispanic culture; deaf and career awareness and cultural growth); Sr. C. Fitzgibbon and M. A. Liao
Cleary School f/t Deaf, Lake Ronkonkoma

Social and Behavior Skills Project (communication skill development; socialization skill development); M. Metzkes
Nassau BOCES, Merrick

Communication Skills Development—A Systems Approach: (teacher assistants; job developer; Spanish language interpreter); H. O. Bjorlie
Mill Neck Manor Lutheran School f/t Deaf, Mill Neck

Ancillary Education Programs (summer education program; outdoor education; computer education; work experience; curriculum development workshops); G. Loysen
Rochester School f/t Deaf, Rochester

Reading Improvement Through Technology (use of comput[illegible] teaching reading and writing); D. A. Spidal
New York School f/t Deaf, White Plains

North Carolina

Speech/Language Delivery Services for Hearing Impaired; A. Walter-Fromson
Central North Carolina School f/t Deaf, Greensboro

Supplementary Services (multiply-impaired; language; speech; school psychologist); L. W. Fletcher
North Carolina School f/t Deaf, Morganton

ENCSD Chapter I Project (speech and language; educational television system; multi-impaired; art education); W. F. Sharpe
Eastern North Carolina School f/t Deaf, Wilson

North Dakota

Dormitory Language Project and Communications (interpreter, sign classes); J. R. Rainier
North Dakota School f/t Deaf, Devils Lake

Ohio

Special Education for Deaf Students (occupational therapy; therapy—aide assistance)
Ohio School f/t Deaf, Columbus

Oklahoma

Communication Skills Development for Deaf Children (written, read, and spoken language skills); D. T. Counihan
University of Oklahoma Hlth. Sci. Ctr., Oklahoma City

Oregon

Special Educational Programs (audiological services; evaluation; psychological and educational evaluations; consultant services; hearing aid loaner bank; direct instruction; parent training; in-service presentation; pre-school toy lending library)
Eastern Oregon Regional Program, LaGrande

Evaluation and Services Project (audiology; auditory training; CAI and networking system; speech therapy; physical therapy; adaptive physical education; psychological consultation); A. Mehr
Oregon State School f/t Deaf, Salem

Pennsylvania

Career Preparation for Brain Injured Students (job skill development); P. C. Richardson
Davidson School, Elwyn

Supplemental Instructional and Resource Programs (teacher aides; clinical nurse/counselor; technology specialist; visiting teacher from the Peoples Republic of China); M. Volpe
Pennsylvania School f/t Deaf, Philadelphia

Enhancing the Motor Development of Hearing-Impaired Children in an Educational Environment (physical therapy); R. Belsterling
DePaul Institute, Pittsburgh

Deaf Children in Context: Interactive Enrichment Project (instrumental enrichment; cognitive [right/left brain] assessment; language assessment; speech practice; otologic evaluation; group and art therapy; language lab; graduate survey); H. B. Craig
Western Pennsylvania School f/t Deaf, Pittsburgh

Facilitating Student Role Identification and Career Goal Establishment in a Residential School for the Deaf (psychological services; vocational education; speech quality improvement); G. W. Severns
Scranton State School f/t Deaf, Scranton

South Carolina

Communication and Environment Adjustment Program (reading and language; computer instruction; math; media-assisted instruction); R. Swartzentruber
South Carolina School f/t Deaf and Blind, Spartanburg

South Dakota

Supplemental Assistance for Hearing-Impaired Students (improving speech/language services; improving classroom services via teacher aides; improving residential services); B. Knudson
South Dakota School f/t Deaf, Sioux Falls

Tennessee

Support Services (reading and language development; speech therapy; social work services; after-school recreation program); D. V. Thompson
Tennessee School f/t Deaf, Knoxville

Texas

Support Media Services; R. Maitland
Regional Education Program f/t Deaf, Amarillo

Individualized Instruction for the Deaf (computerized instruction; instructional support for MHD; parent training); V. S. Dickerson
Houston Independent School District, Houston

Utah

Preschool Programs and Instructional Support Services (preschool programs and media personnel); T. Christopulos
Utah Schools f/t Deaf & Blind, Ogden

Vermont

Services and Programs for Hearing-Impaired Students (speech therapy, audiological testing and services)
Austine School f/t Deaf, Brattleboro

Virginia

Improving Residential Program for Deaf and Blind Students (teacher/support service aides; recreation fees, field trips, meals; supplies and materials for speech, audiology, psychological testing); W. Menefee
Virginia School f/t Deaf & Blind, Staunton

Washington

Support Services (career planner; vocational assessment; arts and crafts teacher; computer-assisted instruction)
Washington State School f/t Deaf, Vancouver

Deaf/Blind Education; R. J. Brothers
Washington State School f/t Blind, Deaf-Blind Program, Vancouver

Support Services (remediation of academic and self-help skills; adapted recreation program)
Washington State School for the Blind, Vancouver

West Virginia

Educational Services for the Deaf and the Blind — Project 1-86 (techniques of independent living; teacher aides and library assistants; speech and language development)
West Virginia Schools f/t Deaf and Blind, Romney

Wisconsin

A Comprehensive Educational Program for Hearing-Impaired Children (speech/auditory training; development of individualized instructional materials; inservice training); J. S. Shipman
Wisconsin School f/t Deaf, Delavan

Total Communication (total communication classroom for hearing and hearing-impaired non-communicative trainably mentally impaired students); M. Morrow
Wyandotte Public Schools, Wyandotte

Wyoming

Support Services (integration; summer school; vocational exploration); N. O. Anderson
Wyoming School f/t Deaf, Casper

Development of Prevocational Task Completion Skills; D. Brunner
Wyoming State Training School, Lander

Senator PELL. Thank you very much indeed.

Ms. Northern, I was very struck with your proposal that teachers and the parents work together and make a special effort for children in academic trouble.

What sort of reception has this proposal had from other education groups? Has it had support?

Ms. NORTHERN. Well, there are other groups that support us. In fact, there is a child advocacy group which is comprised of several organizations, and some of those organizations are parent-oriented organizations, and others are not. They do believe that parent-teacher-student cooperation is very important and especially in a setting, such as Chapter 1 we feel that if we have a written policy agreed upon between the school district and parents, then we are going to have a setting where we feel the children are going to be able to achieve and accomplish those academic and social elements that we all look forward and positively to in society.

There are other groups, and we presented you back in March with a position paper from our child advocacy group, and you will be receiving an updated version of that shortly.

Senator PELL. Thank you. Thank you very much indeed.

Mr. Bove, I was struck by your interest in the migrant children. Actually the program for their education and well-being came out of this Committee with Senator Harrison Williams taking the lead.

Mr. BOVE. I remember.

Senator PELL. He did a marvelous job.

Following up on Ms. Northern's thought, what is the extent of parental involvement of migrant children? Does this become a factor in their success?

Mr. BOVE. The requirement for the migrant is that every place you have a project, you have a parent committee or a council, and that parent advisory council or committee gets involved in the planning of the program for the children. So we have local committees that in turn—I am talking about New York State—local committees in turn feed a statewide committee that advises the State on the preparation of the application for the migrant programs.

Senator PELL. Can you bring the parents in?

Mr. BOVE. The parents, absolutely. They are the—the parents are the advisory committees locally and State.

Senator PELL. Thank you.

Dr. Hicks, what is the per pupil allocation of Chapter 1 handicapped funds compared to that of the education for the handicapped?

Dr. HICKS. The allocation varies somewhat from State to State because there is some discretion as to how the money is utilized. However, Public Law 89-313 funds in general are more than those that otherwise would be provided through Public Law 94-142. So it has been a very valuable area of support for the State-operated program and continues to be so. And as I indicated, if withdrawn, it is doubtful that some of the State-operated programs' children would be eligible for Public Law 94-142 funds under the current regulations. So it is quite crucial.

Senator PELL. Thank you very much.

Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman.

Ms. Northern, as a parent of Chapter 1 participants, what has been your personal experience in working with your local school in planning programs for your children?

Ms. NORTHERN. Let me say this, Senator Stafford. It is because of Chapter 1 that I think that I became an active parent in my children's formal education. My oldest son, who is now 16 and a junior in high school, entered what was then the Title I program, and it was mandated that parents participate, and up to that point, the only thing I did was I would attend PTA meetings and I would go back home and I would try to help my children.

But when Title I/Chapter 1 came along and I had a participant, I found I had to become actively involved. And there were things I as a parent could do to help my child.

The Title I/Chapter 1 programs was a vehicle which launched me into the realization of children achieving because of parent involvement. The meetings with techers, parents, and administrators to discuss and plan viable activities for the student and parent, e.g., parenting workshops, tutorial activities for both the student and parent and many other such activities. I have learned through actual participation that a mind is a terrible thing to waste, and that a mind can be made strong and viable when all interested parties are involved.

Senator STAFFORD. Thank you very much.

Dr. Hicks, H.R. 5 was passed by the House and makes modest changes to Public Law 89-313 provisions to coordinate more closely with Public Law 94-142.

Does your organization support the modification in Public Law 89-313?

Dr. HICKS. Our organization will be meeting next week for their annual convention, and I am sure there will be some discussion and perhaps a specific position taken on that and in other areas. Our concern, of course, is that those students who have been benefitting from Public Law 89-313 do not lose that opportunity, and so long as we can guarantee that the provisions of the Act will remain relatively intact, we would not object to some minor administrative changes.

Senator STAFFORD. If you do take a position on Public Law 89-313 modifications, I wonder if you would be kind enough to send notification to this Committee?

Dr. HICKS. We certainly shall do so, yes, sir.

Senator STAFFORD [presiding]. Mr. Bove, old chairmen never die. They just get careless and start to reminisce. And after seeing your name, I remembered I played on a football team that had two Boves, one a fullback and the other was an end, they pronounced their name "Bovay," but that was about 55 or more years ago.

Mr. BOVE. I was an end, but it was only about six years ago.

Senator STAFFORD. Maybe we can be on the same team here again on this matter.

Mr. BOVE. I would appreciate that.

Senator STAFFORD. First of all, I would like to know, has the change in our immigration laws cut down on the numbers of migrant children? I noticed in reading the newspapers that there are large vacancies in some of the crop harvesting groups in the western part of the country which indicates to me that there are fewer migrant workers around, but maybe it is just illegal migrant workers.

Mr. BOVE. Senator, I read the same thing and I did a little phone calling and checked. We do not have anything real definitive, but I can tell you there is an indication that the migrants are not showing up at the farms because they fear that immigration law and they fear the repercussions of that law. Therefore they do not want to concentrate in areas where they can get nabbed. That law has some real implications for the way the agricultural labor force might eventually be conscripted, and that is, you know, we have provisos that make it difficult for us to use foreign labor or offshore labor in agriculture.

I expect that possibly if domestic labor is not available at the going rate, and that's minimum in the country for agriculture-related activities, that we are going to be driven more and more to foreign labor, and that has many implications, some pro, of course, for growers and for crops, but con in terms of implications, economic implications, just the flow of dollars back out of the country.

So I think maybe one day if the migrants continue to stay away from the agricultural activities for fear of the immigration law, we might start to do away with what we have to do now. Kids won't be so mobile which would be a good thing.

Also, Senator, the last thing is in those food costs, and this is interesting. Four percent of the costs—a Cornell study indicates 4 percent of the costs for that agricultural product is labor. So if we double the labor, then we can get the domestics and we have got a 4 percent increase in the cost of the product.

Senator STAFFORD. Thank you.

The dropout rate for immigrant students is apparently very high from that study done in 1974. That's pretty old. They estimated it at 90 percent. Has this rate changed in more recent years?

Mr. BOVE. I have seen studies over the last year, the last six months is the most recent, that indicate, indeed, we have made quite a bit of progress in that area. I will mail you, Senator, one of the latest studies I saw that puts the dropout rate closer to 40, 50 percent than 90 percent.

Senator STAFFORD. If you have that study available, I wonder if you could make it available to this Committee, the most recent one?

I am going to ask unanimous consent that the record be held open for additional statements and questions from members of the Committee who cannot be here this morning. Currently, I see nobody around to object to that.

[Additional material supplied for the record follows:]

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BEFORE THE

SUBCOMMITTEE ON EDUCATION, ARTS, AND THE HUMANITIES

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

HEARING ON REAUTHORIZATION OF CHAPTER 1

June 25
~~July 16~~, 1987

Presented by

Marian Wright Edelman
President, Children's Defense Fund

The Children's Defense Fund (CDF) is a privately supported public charity that for 15 years has sought to serve as an advocate for poor children and their families. CDF's goal is to educate the nation about the needs of poor children and to encourage preventive investments which will protect and promote their full and healthy development. CDF's work spans a broad range of public policy issues, including family income, health care, education, youth employment, child care and specialized services that are essential to the well-being of the next generation and to the future of the nation.

I welcome the opportunity to submit this testimony to the Subcommittee on Education, Arts, and the Humanities. Chapter 1 of the Education Consolidation and Improvement Act is critical in meeting the special educational needs of educationally disadvantaged children. We applaud the leadership of Chairman Pell and this subcommittee in its thorough review of the program and for your long-standing commitment to advancing equal educational opportunity for all children. We commend as well your recent bill to reduce the school dropout rates in order to improve the educational outcomes for those children most at risk of school failure.

CDF wants to stress that education is an absolutely essential preventive investment in poor children. We no longer live in an America where success and self-sufficiency can be readily achieved by those with limited formal education. Because of social, economic and technological change, every child today needs a good education to realize his or her human potential and to become a self-sufficient and contributing adult.

A sound education is important not only to the economic well-being of individual citizens but to the well-being of our society as a whole, politically and socially as well as economically. First, an educated citizenry is needed to participate in a modern and complex democratic society. Second, our nation needs competent, skilled workers in order to compete in the world marketplace. Finally, our society is aging rapidly and thus is increasingly dependent on high productivity from future generations to meet its economic needs and shoulder its public responsibilities.

A national investment in education will also save our society money in the long term. One recent study estimates the total lifetime earning loss for the dropouts in the high school class of 1981 alone is a staggering $228 billion, with an approximate loss of tax revenue of $68.4 billion.

Despite the importance of a sound education, our nation is failing to educate many children, especially those from economically disadvantaged backgrounds. One key measure of the failure of schools to teach all children well is the persistent gap in achievement between well-off and disadvantaged students. While recent years have seen some narrowing of the gap between the achievement test scores of minority and non-minority students (reflecting differences between well-off and disadvantaged children), the educational deficits suffered by minority and disadvantaged children remain large. Another important symptom of this failure is a high dropout rate, which disproportionately affects poor youth. Every year, approximately 700,000 students at the ninth grade level or above drop out.

Good evidence of the role that poverty plays in depressing educational achievement is the disparity that income causes in drop-out rates. When poverty rates are controlled for, black and white dropout rates are essentially identical. Non-poor black youths drop out at a rate (9.3 percent) that is only marginally higher than that of non-poor white youths (8.6 percent). And poor black youths drop out at a rate (24.6 percent) slightly lower than that of poor whites (27.1 percent). But regardless of their race, youths from poor families are three to four times more likely to drop out than those from more affluent households.

All too often, early hindrances to a poor child's development, such as inadequate health care and nutrition, are compounded by a school experience that is generally inferior to the public school education that the child's more well-off peers receive. Because of interstate and district-to-district variations in spending, many schools serving predominantly poor children have far fewer resources than other schools. Wealthier states typically spend a great deal more per pupil than poorer states. And even between different areas within a given state, resources can vary widely, typically short-changing districts with many low-income students.

The state education reform movement, a four-year old movement to raise standards and improve student performance, has had some positive effects for numerous students. But it has yet to develop an agenda designed to provide disadvantaged students with the resources and attention they need. Only a tiny fraction of the nearly $2 billion states earmarked last year to implement the reforms will be spent on initiatives specifically targeted on poor children.

The federal government therefore must continue its leadership in taking action to ensure that less advantaged children have access to the same educational opportunities as their more advantaged peers. Chapter 1 is the main federal education program designed to accomplish just this, and it has been successful.

Results from many studies indicate that Chapter 1 has helped raise the academic achievement levels of enrolled students. The Sustaining Effects Study, commissioned by the U.S. Department of Education, found that Chapter 1 students did better than a control group of students in math and in reading. Students gained seven to twelve months in reading and eleven to twelve months in math for every year they participated in the program - a significantly higher gain than they would have achieved without Chapter 1's help. Data from the National Assessment of Educational Progress also indicate that students in Chapter 1-eligible schools scored higher in aggregate reading achievement scores than those in non-Chapter 1 schools.

Moreover, by helping poor children keep up in school, Chapter 1 saves the cost of grade repetition, which is more than four times as high as that of Chapter 1 services. And by building basic skills, Chapter 1 helps to make our country competitive.

CDF has endorsed a number of suggested improvements in the Chapter 1 program. These are set forth in the statement regarding Chapter 1 reauthorization that has been distributed by the Child Advocates Coalition. CDF endorses that statement. This testimony, however, focuses on the two principles contained in the Coalition document that CDF believes are of paramount importance for enactment into law in this process: full funding in order to serve all eligible children; and parent involvement in all aspects of the program.

FULL FUNDING

One of the most important steps this committee can take is to put Chapter 1 on a defined path toward serving all eligible children.

Earlier in this testimony, we mentioned the demonstrated, quantifiable success of Chapter 1. Many studies have shown Chapter 1's effective role in raising the academic achievement levels of enrolled students. In an era when the efficacy of many government programs is challenged, it is important as well that Congress recognize and build on demonstrated successes, particularly those which are vital to building and maintaining a strong and competitive economy.

Unfortunately, Chapter 1's success has not kept it from losing ground when one measures the number of children served compared to the number of poor children. A combination of inflation, a substantially larger number of children in poverty, and severe limits on federal funds has eroded Chapter 1 coverage in the 1980s.

As a 1985 Congressional Budget Office report stated:

> "In real terms, the 1985 appropriation for Chapter I is roughly 29 percent lower than the 1979 appropriation. The real funding per poor child has declined even more markedly; in 1983, the last year for which data on the

> number of children in poverty are available, real appropriations per child in poverty were 53 percent of the 1979 level."

As a result, in 1985, Chapter 1 served only fifty-four students for every 100 poor school-aged children. In 1980, the ratio was seventy-five per 100.

Among those served at rates even lower than this ratio are eligible preschool children, and secondary school children. As one example of this, while 70 percent of all elementary schools receive Chapter 1 funds, only 36 percent of secondary schools receive such funds. Each of these populations needs to be better served by Chapter 1. We know from the success of Head Start how important it is to keep young children in a supportive environment where they can build a foundation for learning. Early intervention helps at-risk youths do better in school.

Addressing more fully the needs of secondary school students is also especially important. For far too many low-income youths leaving school as teenagers, whether as dropouts or as high school graduates, poor basic academic skills sharply increase the likelihood that they will face a diverse range of problems in attempting to make the transition to adulthood. Youths who by age eighteen have the weakest reading and math skills, when compared to those with above-average basic skills, are:

- Eight times more likely to bear children out of wedlock;
- Seven times more likely to drop out of school before graduation.
- Four times more likely to be both out of work and out of school; and
- Four times more likely to be forced to turn to public assistance for basic income support.

CDF is calling on Congress not merely to restore the 1980 Chapter 1 level of service to children, but to assure that all disadvantaged children obtain Chapter 1 services. Every child with low basic skills suffers, and every child deserves and needs an education that will build those skills. Even among high school graduates, those with better basic skills (ranking in the top fifth among their peers) have earnings nearly double those with skills in the lowest fifth. And high school dropouts with strong basic skills earn more than double, on the average, what is made by dropouts with low basic skills. Every child who needs them should be given Chapter 1's skills-building services.

In order to serve all eligible children there must be a substantial expansion of Chapter 1. There is a need for a national commitment for full funding. Strong leadership from the Chairman and members of this subcommittee is crucial as we strive to make the necessary national commitment to adequate education for disadvantaged children. The reauthorization of Chapter 1 is the perfect opportunity to make such a national commitment -- in Congress and all across the nation.

CDF is not asking that the substantial additional funds necessary to fulfull this commitment all be put in the program immediately. Rather, we believe this subcommittee, the Senate, and the Congress should place the program on a clear, committed and complete path to full funding.

A five year path is reasonable. It would take about $500 million a year in additional funds to achieve full funding. The $500 million a year figure is based on the customary usage of poverty as the best general measure of the national extent of need for compensatory education, and the following statistics:

- There are 8,841,000 poor children in the United States. Chapter 1 currently serves 4,900,000 children. Therefore, 3,941,000 disadvantaged children are left unserved.
- The Department of Education estimates yearly Chapter 1 costs of $612 per child.
- Not counting inflation, there is a need for approximately $2.4 billion more to serve all poor children, or $482 million a year for five years.

There are a number of legislative mechanisms available to achieve the commitment to full funding. One approach is that taken by the House of Representatives: in the Declaration of Policy an amendment was added that stated "Congress declares it to be the policy of the United States to expand the program authorized by this Chapter over the next six years to serve all educationally deprived children by increasing funding for this Chapter by at least $500,000,000 over baseline each fiscal year for fiscal year 1989 through fiscal year 1993...."

Other mechanisms to reach the same goal may well be available. CDF will be glad to explore any possible alternatives with this subcommittee. Only one principle remains fundamental: the nation can no longer afford to give the critical services of this demonstrably effective program to fewer than all of the poor children needing them. The nation will need all of today's students to be well educated with sound basic skills if we want to be internationally competitive and maintain economic growth, increased productivity, and technological innovation in the 21st century. The nation can only gain if every child has an opportunity to participate fully in the economy and build self-sufficiency for himself or herself and the next generations of children.

PARENT INVOLVEMENT

CDF's other priority is improving Chapter 1's system of parental involvement. The support and involvement of their parents is the key to children's success and it is important that the subcommittee's reauthorization efforts address this matter.

First, parents should be involved directly in helping their children learn. There is a large body of research that demonstrates that involving parents in helping their children learn dramatically improves student achievement. Research evidence indicates that the active involvement of both mother and child in early childhood education yields the most significant long-term gain in cognitive growth. Children whose parents are trained in at-home reinforcement of learning practices show higher achievement. A project in North Carolina that developed the parents' educational role in the home and improved home-school interaction resulted in higher academic test scores for students. Low-income parents need help to develop their teaching skills, and teachers could use in-service training in how to provide that help.

To reach these goals, the law should require that each school district, together with the parents of eligible children, develop a written policy which assesses and addresses the need for training for parents so they can help their children learn more effectively, and develop training for teachers and other staff in how to work with parents, coordinate parent activities, and build a partnership between home and school. In order to parents' own academic skills, districts should be required to identify and coordinate with related resources such as Adult Education.

Parents need to be more fully involved in other aspects of Chapter 1 as well. Congress has repeatedly emphasized the importance of parent involvement in Chapter 1, as well as in the predecessor Title I programs. Systematic involvement of parents is central to ensuring that program decisions are fully responsive to local needs, as articulated by parents at the local level. The Department of Education's own study of parental involvement, conducted by the Systems Development Corporation (1981), found that the degree of parental involvement in program design and implementation is directly related to the presence of specific mandates to local educational agencies concerning specific, concrete aspects of parental involvement.

To strengthen parent involvement activities under Chapter 1, CDF recommends clearer statutory provisions for local educational agencies, state agencies, and the federal Department of Education. First, the law should require that the local educational agency convene initial school-site meetings, as well as an initial district-level meeting, to inform parents about the Chapter 1 program and about the district's responsibility to involve parents in the planning, operation and evaluation of the program, and to discuss the form parent involvement will take after these initial meetings. At this time parents would have an opportunity to determine how to organize themselves in order to consult with school officials. The local educational agency and parents then would jointly develop policies for parent involvement in all aspects of the program.

Those policies would then have to address the need for regular ongoing meetings of Chapter 1 parents, timely provision to parents of information about the program, an annual assessment of parent needs, parent training, reasonable support for activities parents undertake, outreach to parents to help them become more involved, and the designation of a staff member at the district level to assure the implementation of the parent involvement provisions. We also recommend an annual evaluation of how well parent involvement is working, what barriers exist to greater participation, and the steps that need to be taken to improve participation.

While the greatest responsibility for assuring adequate parent involvement lies with local school districts, there are important roles for states to play. The Chapter 1 law should require that state education agencies provide: (1) technical assistance to local districts and parents in strategies and techniques for effective and comprehensive parent involvement; (2) evaluation of districts' local parent involvement efforts, as part of the overall state Chapter 1 evaluation responsibility; (3) monitoring and enforcement of district parent involvement plans to assure that they meet the basic requirements of the law; and (4) recognition of model programs and dissemination of these models to other districts.

The federal Department of Education should have similar specific responsibilities to assure that states are fulfilling their responsibilities regarding parent involvement. The federal government should provide technical assistance, and establish thorough procedures for monitoring and enforcing the state and local requirements. In addition, CDF recommends that the law require that the Department of Education (1) make a special effort to recognize and reward states and local districts that are doing an excellent job of ensuring parent involvement; and (2) provide, through an administrative set-aside, grants to parent-governed parent training centers, modeled on the current practice under the Education of the Handicapped Act.

* * * *

To conclude, our proposals for change in Chapter 1 do not represent a change in the underlying philosophy and goals for the program. The program generally has worked very well in improving the basic skills of disadvantaged children. CDF's proposals do embrace changes to ensure that all eligible children are served and that parents are fully involved in all aspects of the Chapter 1 program. Through a fully funded program, where parental involvement is a key component, educationally disadvantaged children will gain access to the skills they need to realize their human potential and become self-sufficient and contributing adults.

CONFERENCE OF EDUCATIONAL ADMINISTRATORS
SERVING THE DEAF, Inc.

AN ASSOCIATION OF SCHOOLS AND EDUCATIONAL PROGRAMS FOR THE DEAF

1213 29th Street, NW
Washington, DC 20007
(202) 333-5841

August 12, 1987

The Honorable Robert Stafford
U.S. Senate
Washington, DC 20510

Dear Senator Stafford:

On June 26, Dr. Doin Hicks, representing The Conference of Educational Administrators Serving the Deaf (CEASD), testified before the Senate Subcommittee on Education, Arts and Humanities at a hearing with respect to reauthorization of Chapter 1 of the Education Consolidation and Improvement Act. Dr. Hicks spoke specifically about the program commonly called PL 89-313 which provides federal assistance to states to help with the education of children with disabilities in state-operated schools or programs or in programs supported by the state through contract.

At the hearing, you asked Dr. Hicks whether CEASD supported the action by the House on the State Handicapped Program. After closely reviewing the House action, the Conference of Educational Administrators Serving the Deaf strongly opposes section 1221(b)(2) of the House bill, H.R. 5. Under that section, the language states:

> Consistent with part B of the Education of the Handicapped Act and regulations pursuant to such part related to least restrictive environment, a State educational agency shall set forth policies, procedures, and guidelines for transferring children from State operated or supported institutions and programs and from separate schools and programs operated or supported by local educational agencies into regular educational environments operated by a local educational agency.

The CEASD believes that this language is unclear and leaves the impression that a State educational agency should pursue transferring children. It is the understanding of CEASD that if a State educational agency is to "...set forth policies, procedures, and guidelines.." that this in fact urges the State to institute the transferring of children. Because of this confusion CEASD feels that this language is unnecessary.

As we stated in our testimony, the Conference of Educational Administrators Serving the Deaf urges you and the Subcommittee to make no substantive changes to P.L. 89-313.

Thank you for consideration of our request.

Sincerely,

Robert Davila
President

National Governors' Association

John H. Sununu
Governor of New Hampshire
Chairman

Raymond C. Scheppach
Executive Director

August 14, 1987

MEMORANDUM

TO: Ann Young
Professional Staff Member
Senate Subcommittee on Education, Arts & the Humanities

FROM: Emily Yaung E.Y.
Senior Staff Associate
Committee on Human Resources

RE: Written Statement on the Reauthorization of the Education Consolidation and Improvement Act

This is a follow-up of our conversation on August 7th. I am enclosing Governor Clinton's written statement on the Reauthorization of the Education Consolidation and Improvement Act for the record.

Thank you.

Enclosure

HALL OF THE STATES · 444 North Capitol Street · Washington, D.C. 20001-1572 · (202) 624-5300

Mr. Chairman, distinguished members of the Committee, I am writing to you as Chairman of the National Governors' Association, on a topic we consider to be most important -- education, or, as we prefer to characterize it, developing an investment strategy for our most valuable asset, our children.

States and localities have borne the primary responsibility for preparing children and youth to become productive members of the workforce. In the last six years, states have strengthened their commitment to educating children and preparing youth for the world of work by investing an additional $27 billion in state resources to improve their education programs. These educational reforms have improved the quality of education by establishing standards and expectations for schools. Unfortunately, this investment in education is potentially undermined by economic disruptions and troubling changes in the fabric of American society.

There are a number of factors, learning deficiencies, lack of school readiness, physical and emotional handicapping conditions, that cause children to enter schools with skills far behind other children in the same age groups. Poverty is another key factor. In the United States, the wealthiest nation on earth, one in four children under five years of age is now living in poverty. According to a report published by the Children's Defense Fund (CDF), one in five children is at risk of becoming a teen parent, one in six has no health insurance and one in six lives in a family where both parents are unemployed.

All of these children face a greater risk of becoming school dropouts, unemployed, welfare dependent, and delinquent, and have increased needs for special and remedial education programs. Projected future demographic changes indicate a growing number of poverty-level children in the next decade. Of every 100 new babies, 20 will be born out of wedlock, 13 will have a teenage mother, 15 will be born into a household without an employed parent, 25 will be on welfare at some point before reaching adulthood. Furthermore, the Southern Regional Education Board has reported that 36% of our high school dropouts are unemployed; and nine out of ten of those dropouts who are employed, are working at unskilled jobs.

The nation's Governors believe very strongly that there is a national responsibility to our children for a sustained and systematic commitment to an investment in human capital through early prevention measures so that disadvantaged children and their families will have the opportunity to become productive members of the nation's workforce.

One of the most important steps the nation can take is to invest in prevention strategies through our education system. The states alone cannot improve the quality of education for disadvantaged children. We need to continue the historical partnership between the states and the federal government which was formed in 1965, when Congress initiated the compensatory education program for disadvantaged children.

Let me begin by commending you for the excellent work you have done in establishing and affirming the federal role in assisting disadvantaged children. We Governors appreciate your efforts in the past and are committed to working with you once again on the important reauthorization of the Education Consolidation and Improvement Act.

The nation's Governors want Congress to know that we are committed to upholding our end of the partnership. As the education reform movement continues to evolve, our commitment to quality education and assistance to disadvantaged children remains strong. All states now provide free appropriate education for handicapped children. In addition, 50 states will participate in the newly established programs for handicapped infants and toddlers.

More than 25 states now have their own compensatory education program and a number of states have increased state expenditures for at-risk children. Many states have provided a broad array of programs for at-risk populations and are experimenting with various prevention and intervention strategies to further assist disadvantaged students. These innovations range from educational support to health care needs, to child welfare, to tax breaks for child care.

In Arkansas, I have introduced legislation and secured the adoption of state mandates requiring the provision of academic skills improvement plans to all educationally disadvantaged children at local schools at the 3rd, 6th, and 8th grade levels when these youngsters failed to meet the standards.

Yet despite our efforts, we still have a long way to go. As Governors examine recent social and economic trends, we are concerned that our current education system will not meet the rigorous demand of the future.

The next 10 or 15 years will be a period of most intense global competition. Maintaining competitiveness depends in part on the quality of education being offered in elementary and secondary school classrooms. Failure in basic education in 1987 will become increasingly difficult to rectify because of the large scale, intensified technological changes we know will be taking place in the future.

Our student achievement results are disappointing. The recently released Second International Mathematics study which compared the mathematics test scores of American school children to their international counterparts indicates that American scores ranked in the middle in the comparison of eighth grade arithmetic and algebra skills for 20 countries. U.S. achievement dropped even lower, to the bottom quarter, in geometry and measurement. Similar low performance was indicated among American twelfth graders in algebra and calculus. We must demand that our nation's schools to do a better job in supplying a broad basic education.

During our winter meeting in February, the nation's Governors, adopted a policy addressing those federal elementary and secondary education programs which can support state efforts to improve the quality of education. We believe that the principles incorporated in our policy constitute an important first step toward a continued and concerted effort to restructure our school systems so that we can as a nation meet the new challenge and demand placed on us. The key principles of our policy include:

- respect the state's responsibility to set high standards and follow through;
- support the state's focus on school improvements;

- help states concentrate on schools with the greatest needs;
- help states reward performance;
- let parents be teachers;
- strengthen the federal commitment to research, information collection and dissemination; and
- enhance the use of new technologies in the classroom.

The task which lies ahead requires the joint efforts of the federal government, states, local schools, communities, and parents in order to build an alliance among all parties involved to realign America's educational system and to recapture our competitive edge.

As you consider reauthorization of Chapter 1 and Chapter 2 programs, we hope that you will reaffirm your commitment to a partnership that supports the states' efforts for educational excellence. The following are some specific recommendations concerning reauthorization.

Protecting the Foundation of Our Educational System

We believe that no child in America should go to a school that fails to provide a thorough education. No adult in America should be denied a college education simply because he cannot afford it. Ensuring access and providing equal educational opportunity for all students is the foundation of our nation's public education system. Federal support for Chapter 1 and Chapter 2 programs are crucial. Not only must program funding be maintained and protected, but Governors also feel strongly that continued and increased funding support of these programs must be tied to improved program quality.

It is important that, at both the state and federal levels, we send a clear message that we expect the quality of education to be raised and that students must work harder. We must find ways to hold our educators accountable for getting the results for which that the taxpayers are paying.

Improving the Quality of Chapter 1 Programs

We do not believe that Chapter 1 programs should ratify lower expectations of results from disadvantaged students. The ultimate goal of Chapter 1 must be to assist disadvantaged children so that they can move into and succeed in the mainstream programs provided to all students. Congress must focus attention on improving the quality of Chapter 1 programs.

The National Assessment of Chapter 1, a study mandated by Congress, has provided compelling evidence for the need to re-examine our current program structure. The study indicates that Chapter 1 funds are being spread too thin, covering over 95 percent of our nation's 14,000 local education school districts (LEAs), and Chapter 1 programs are not tightly focused on low-achieving and low-income students.

Targeting Funding to Schools with the Greatest Need:

The assessment study documented the negative effects of high concentrations of poverty students in a school on the achievement of all students regardless of their individual economic status. The relationship between concentrations of poverty in a school and the overall achievement of a school's students is so strong that we must concentrate federal funds on the education of low-income and educationally-disadvantaged students.

To achieve more effective targeting, Congress should consider revising the basic grant formula in order to increase resources to schools with high concentrations of poor students. In revising the formula, equal and fair consideration should be given to both rural and urban districts.

Supporting School-wide Improvement:

Since the enactment of the Chapter 1 program, we have learned much about how student learn, about the nature and content of effective instruction, and about the characteristics of effective school practices. States have incorporated this new information in their reform efforts.

Congress must allow states and localities to design educational programs that use our current knowledge to influence the quality of the entire school, its climate, curriculum, relationship with parents, and the expectations of its teachers. Let more schools with higher concentrations of low-income and low-achieving students use federal funds to establish reasonable and effective school-wide improvement strategies so that schools can be restructured for better performance.

Strengthening Program Outcome Accountability:

Current program funding is driven by the number of poor children served. Schools are held accountable only if funds are not spent in the prescribed manner to meet fiscal requirements. States, as managers of federal programs, must be given clear authority to monitor, evaluate, and enforce program outcome. Local school districts, as service deliverers of Chapter 1 programs, must be held accountable for program performance.

Congress must strengthen accountability requirements for both states and local educational agencies.

- Local educational agencies must be required to develop a set of outcome goals on student achievement which measure performance. These goals should be based on a school-wide action plan which includes needs assessment, resource identification, instructional strategies, and parent involvement to accomplish the outcome goals. Local schools should be given flexibility in the development of strategies to accomplish outcome goals and to integrate federal funds with other resources.

- State educational agencies must be given clear authority to hold local schools accountable for program results. These accountability measures should include procedures to review and approve local plans and mechanisms for evaluating, monitoring, and reporting program progress and outcomes.

Rewarding and Technical Assistance

Current law provides no incentives to reward schools that have improved program results and showed success in raising achievement. It also does not provide a clear role and specific funding for states to carry out the technical assistance requirements.

- o The state educational agencies should develop a technical assistance plan that provides clear guidelines to assist local schools to meet program quality requirements. State educational agencies should be given specific funding to carry out technical assistance.

- o Congress should examine ways to provide incentives to reward schools that have good performance. One way to do it is to set aside a portion of the Chapter 1 funds to be used for rewarding schools which raise student achievement significantly. Local schools should be given the flexibility to use these incentive funds at their discretion.

Increasing Parent Involvement

The assessment study revealed that measures of home atmosphere are more strongly associated with student achievement than any other measures of social status including family income, parent education and occupation.

Congress must encourage and enable parents to support the work of the school. More importantly, federal funds should be used to encourage collaboration between Chapter 1 programs and social service agencies that also support parental involvement in their children's learning. For example, linkage of program activities between Headstart, Chapter 1, and state-initiated early childhood programs should be examined and encouraged.

For example, Arkansas has initiated a Home Instruction Program for Preschool Youngsters (HIPPY) in 1986. Operated by school districts and private organizations, this program serving both the urban districts and rural areas provides home-based educational intervention to four-year-olds from disadvantaged families. It is designed to augment learning in kindergarten through home-based instruction. It also serves as a parenting education course for the parents. Currently, 1,000 families are participating in the HIPPY program.

Strengthening Secondary School Programs

We believe that any secondary school programs addressing either basic skills improvement or dropout prevention need to establish clear program outcome goals that indicate expected student achievement, and plans to accomplish these goals.

- A description of program goals such as annual measurable goals for improving basic skills achievement, reducing student absenteeism and dropouts, and increasing placement rates of high school graduates in post-secondary education or employment should be considered.

- Programs should also be awarded to those schools offering strong evidence of cooperation with local private sector entities, institutions of higher education, social service agencies, and community-based organizations in both urban and rural areas.

- Additional incentives should be given to those programs that provide alternative innovative approaches to raise achievements that are not just limited to regular school programs. Programs that will prepare and assist students in the transition from secondary schools to employment should also be included.

Supporting State Innovations in Chapter 2 Programs

The states and local schools have greatly benefited from the flexibility in Chapter 2 block grants. Most states have used Chapter 2 for educational reform and improvement efforts. The state of Arkansas has developed academic skills development plans to assist all academically disadvantaged students in obtaining required reading and math competency skills. Categorization of program activities for Chapter 2 focusing on specific populations such as literacy deficient, dropouts, gifted and talented students may not give the states the flexibility they need to use funds to meet state priorities in assisting all "at-risk" children.

States have set high standards for students and educators. We must set similarly high standards for Chapter 2 programs. We ask that you would strengthen the Chapter 2 program and yet preserve the flexibility states and localities need, by requiring accoountability measures for both state and local programs including establishing goal setting requirements, plans to accomplish these goals, and reporting mechanisms to show results.

Maintaining Current Structure of the Math and Science Education Programs

Math and Science education programs have been very useful to states in training and retraining math and science teachers. Many states have been able to develop statewide workshops and training programs to upgrade the skills of teachers, introduce new trends, and develop and improve curriculum that have statewide implications by working closely with higher education institutions These activities cannot be done by local districts working alone without state assistance.

We ask that you would consider maintaining the current program structure and funding formula that encourages states to expand statewide activities to train math and science teachers.

Improving Federal Role and Strengthening Data Collection

There has been a lack of a common data base in our educational system. This lack of standardized terminology across the states creates difficulties in collecting comparable data. This deficiency results in a wide range of estimates of educational achievement. Inconsistent definitions lead to a profusion of statistics that are difficult to interpret. This has inhibited efforts by the states to target resources to individuals in need of services.

Congress must direct the federal agency to work with states and localities to develop a system for collecting common data on education programs.

We urge that you consider the establishment of a cooperative agreement between the Center of Education Statistics and the states which models the Bureau of Labor Statistics system. The Center could enter into an agreement with the states to develop a comparable data base for education programs that uses common definitions and parameters.

I appreciate the opportunity to discuss the Governor's views concerning reauthorization. We know that you share our concerns about both quality services and continued access for disadvantaged students. Our views on quality and accountability are shared by Legislators, superintendents, parents and child advocacy groups. Like us, they are concerned about the quality of education. Like us, they want to make certain that disadvantaged children acquire the same skills and meet the same expectations of all children. Student achievement will only be boosted by uniformly high expectations of quality, clearly communicated and supported by all of us -- the students, the teachers, the parents, the educators, the policymakers, and the public.

As our founding fathers said: We need to set high expectations for our education system. We do it because of self-interest -- the welfare of our country.

If we do not demand high standards and better quality now, we will not have the educated workforce to compete in a global economy or be able to guarantee the brightest future for our children.

STATEMENT OF SGT. MAJOR C. A. (MACK) MCKINNEY, USMC (RET.)
LEGISLATIVE COUNSEL
NON COMMISSIONED OFFICERS ASSOCIATION OF THE USA (NCOA)

Mr. Chairman and Distinguished Members of the Subcommittee: The Non Commissioned Officers Association of the USA (NCOA) advocates the extension or reauthorization of Public Law 81-874, Section 3, for at least another three (3) years, or October 1, 1991.

Section 3 is commonly referred to as "Impact Aid". Its purpose, in part, is to provide funds for operating expenses payable to school districts for the cost of educating children who reside and/or have parents working on federal property or are in the uniformed services.

NCOA has much more than a casual interest in this program. Eighty-three (83) percent of its more-than-170,000 members are on active duty with the United States Armed Forces. Those with dependent children of school age are or will be influenced by impact aid funds. Most of all, they will be affected by the decision of this subcommittee whether to extend the legislation necessary to insure there will be no erosion in the future quality of education for their children.

NCOA's active interest in impact aid goes back to the Nixon Administration. When it withheld authorized and appropriated funds, a number of schools threatened to shut their doors to military children. One went so far as to turn them out when they had only a few weeks to go to graduate from high school.

NCOA protested to the White House and Members of Congress. Subsequently, the funds were released and distributed, thereby, saving the day for many concerned parental servicemembers and spouses.

In the last years, the Reagan Administration has made every attempt to reduce impact aid, going so far as to seek abolishment of Category B funds paid to school districts which educate children of parents working on federal property but residing in the civilian community. Again, Congress, to its credit, has ignored the Administration's request and funded the partial payments for both Categories A and B.

During these years, schools facing losses in funds either threatened to bill service families for tuition or close their doors to military children. The federal government has successfully sued some school districts, winning a decision that public schools must accept and educate military children residing within their district boundries. But, regardless of that ruling, no one can expect these school districts to expend local taxpayers' monies to educate children of service families who may add very little if anything to the local tax base.

Most military personnel are transient in nature. Their average stay in one locale is three (3) years. They will, for the most, utilize military facilities for their health and recreational activities, and for purchases of food, clothing and many household needs. Even those residing off-base, contrary to the Administration's opposing statement, use installation facilities to save on services and purchases.

There's no surprise here since most servicemembers are in the lower-enlisted grades, have had their pay increases capped every year for the past 5 years, and that pay is now some 9 percent behind comparable civilian wages. They need to utilize military-sponsored facilities in order to stretch budgets to fit their pocketbooks.

Congress, in 1951, recognized the need to provide financial assistance to local schools districts on which the presence of military personnel caused a strain on their budgets. That need, as far as can be determined by NCOA, has not diminished over the ensuing years. If anything the demand has increased as more and more servicemembers become parents of school-age children.

Regretfully, since 1969, funding of impact aid to assist in the education of more than half a million military children has fallen below program costs. Entitlements, therefore, have been prorated.

Although NCOA urges Congress to continue to authorize and appropriate the necessary funds to pay impact aid at the highest possible level, it is most important that the reauthorization of the program be adopted this year.

Perhaps, our summation is wrapped up in a 1985 House report on that year's education bill. It read in part: "School districts have been forced to attempt to charge tuition for military dependents, to borrow funds, to apply to the Department of Defense to take over the entire educational responsibility... and to watch the quality of education erode in their schools." As a result, the military cannot attract and retain quality personnel without the guarantee of free, quality education for their children. That guarantee, along with one more viable step to insure that this Nation enjoys the best defense posture in manpower readiness, comes in the impact aid program. Thus, NCOA strongly supports and urges the program's reauthorization.

Thank you.

-end-

Senator **Stafford**. All right. On behalf of the Chairman, who I am sure is feeling the pressure of the issues involving the Foreign Relations Committee on the floor right now, and myself and the members of the Committee who are over on the floor because of the trade bill, which is a major controversy, let me express my thanks to all four of you and the three who spoke on this panel for your assistance and for being with us this morning.

Here is the Chairman. I thank the Chairman.

Senator Pell [presiding]. The Subcommittee is adjourned.

[Whereupon, at 11:12 a.m., the Subcommittee adjourned, subject to the call of the Chair.]

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

THURSDAY, JULY 16, 1987

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Washington, DC.

The subcommittee convened, pursuant to notice, at 10:01 a.m., in room SD-430, Dirksen Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell and Stafford.

OPENING STATEMENT OF SENATOR PELL

Senator Pell. The Subcommittee on Education, Arts and Humanities will come to order.

Today's hearing will focus on the reauthorization of Chapter 2 of the Education Consolidation and Improvement Act. As we look toward reauthorization, I think it important to examine the effectiveness of Chapter 2 in the context of national educational needs and improvements.

I think we are all alarmed over the continued growth in the number of disadvantaged citizens in our society. This has created what some would call an "underclass". Our aim must be not just to halt the growth of that group, but to decrease its size, and education plays a tremendous role in this regard.

Education is the only hope that a disadvantaged child has of breaking the cycle of poverty that his family has endured for several generations.

In addition, I am very concerned that as our economy requires greater skills in its work force, the effects of an inadequate education are increasingly acutely felt. Lack of skills will shut many of these students out of any hope of meaningful employment, thus placing them amongst the ranks of the underclass. Thus one of our major responsibilities must be to ensure that these students graduate with adequate skills.

At the other end of the spectrum, I am concerned that our gifted and talented children are insufficiently challenged. These are the students who will be leaders in every sector in our society, or who have the potential to be leaders. It is to our great advantage that we provide them with adequate programs.

I am of the mind that Chapter 2 should respond to these needs and have introduced legislation, the Targeted Educational Assistance Act, to target funds under Chapter 2 to educational areas of the greatest need.

My legislation would require that school districts spend their Chapter 2 funds on one or all of the five areas of national priority. These would include programs to prevent school dropouts and programs to combat illiteracy, as well as programs to provide basic skills for secondary students, to enhance the education of the gifted and talented, and to upgrade school library resources.

We have many distinguished witnesses this morning, and I am eager to hear their thoughts on this legislation as well as the other issues in Chapter 2 reauthorization.

I am particularly glad that we have two Rhode Islanders here and extend them a particularly warm welcome—Mrs. Susan Farmer, former Secretary of State of Rhode Island, who comes before us in a new role as Chief Executive Officer of WSBE-TV in Rhode Island; she will be joined by Mr. Michael Mello, Director of Instruction for the Portsmouth School Department. Both will discuss the valuable contribution that educational television programming can make to school instruction. I am very pleased that they have come to testify.

I am particularly pleased that my colleague and partner Senator Stafford is with us this morning.

Senator Stafford?

Senator **Stafford**. Thank you very much, Mr. Chairman.

After that late night session, I am not sure how fully I am here this morning. But I am pleased that the Subcommittee is devoting today's hearing to the reauthorization of Chapter 2 of the Education Consolidation and Improvement Act of 1981.

Chapter 2 funds are vital in helping school districts across the country accomplish high priority goals with limited but necessary Federal support. Also of great impact are the funds distributed under the Secretary's discretionary fund, funds which provide for the Reading is Fundamental Program, the Arts in Education Program, Alcohol and Drug Abuse Education, Law-Related Education, Special Discretionary Projects, and the National Diffusion Network Program.

In February of this year, I was fortunate when Senator Pell allowed me to chair two hearings in Vermont on the ECIA reauthorization. Repeatedly, the Subcommittee heard the same story from enthusiastic parents, teachers, students and school administrators—the Chapter 2 Program works well and should be kept in its present form.

I was able to view some of the many uses of Chapter 2 funds, which ranged from computer and music programs to special assembly programs.

Without Chapter 2 funds, these special programs would simply not have been possible.

When I told the witnesses at the hearings that there were those in Washington who felt the Chapter 2 Program needed to be set aside for specific purposes, they were surprised. In a State where targeted Federal education programs have received so much local support, there is universal praise for the Chapter 2 Program as the only source of funding available to many local schools to pursue local interests or problems.

After the hearings, I introduced S. 1005, which reauthorizes Chapter 2, with the original Congressional intent in mind. This proposal requires that school districts use Chapter 2 funds to implement projects of educational improvement with the objective that successful programs will be continued with State and local resources. This way, we can give school administrators maximum flexibility with the understanding that these Federal funds are not intended to support any specific project. Rather, we want to help districts to experiment to see how they can improve their schools.

I look forward to working with Chairman Pell and the other Members of the Subcommittee to come up with a proposal which all of our Members can enthusiastically support.

Thank you very much, Mr. Chairman.

Senator PELL. Thank you very much, Senator Stafford.

Senator Simon cannot be here this morning and has asked that his statement be included in the hearing record.

[The prepared statement of Senator Simon follows:]

Paul Simon

STATEMENT OF SENATOR PAUL SIMON JULY, 16, 1987
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
"REAUTHORIZATION OF ELEMENTARY AND SECONDARY EDUCATION ACT"

Mr. Chairman. I am pleased to join you in welcoming our witnesses and my colleagues on this Subcommittee to hear testimony on S.373, the Elementary and Secondary Education Amendments of 1987, your bill to reauthorize Chapter II of the Education Consolidation and Improvement Act (ECIA) of 1981. I look forward to working with the Chairman and my colleagues on this reauthorization.

Today, I would also like to discuss a bill to reauthorize Chapter II which I plan to introduce this September. But first, I would like to extend a special welcome for two fellow Illinoisans who are here today as witnesses before this Subcommittee. The first of these gentlemen is Mr. Thomas Burroughs of Collinsville, Illinois, which is also the home of my mother Ruth. He is the newly elected Chairman of the Illinois State Board of Education. Mr. Burroughs was appointed to the Illinois State Board of Education in 1981 and has served as Vice-Chairman since 1983. Mr. Burroughs is also a practicing attorney in St. Louis, Missouri.

The second Illinoisan is Mr. Richard Peterson, the Senior Vice-President and General Manager of the School Division of Scott, Foresman and Company, the Educational Publishers. Mr. Peterson is a former teacher, who taught two years of high school math prior to joining Scott, Foresman and Company in 1965, as a sales representative. Mr. Peterson also serves on the Board of Directors of Scott, Foresman, is the Chairman of the Association of American Publishers, and he is the Director of the Western Golf Association Evans Scholars Foundation. I am delighted to have both of these gentlemen here today to testify before this Subcommittee.

Aside from these introductions, I would like to briefly outline my proposed bill to reauthorize Chapter II. In the bill I plan to introduce this September, I intend to re-focus Chapter II funds on Chapter I children and establish new general priority areas for spending the Chapter II funds. A number of program areas critical to expanding the educational opportunities for low income, educationally disadvantaged children would be established. These would include pre-school education, literacy training to improve parental involvement in student achievement, and dropout prevention would receive priority attention with these limited federal funds. In addition, activities authorized under a state education reform statute could also be funded.

Specifically, my bill will require a peer review panel to assist the State Superintendent in evaluating grant applications and in the establishment of criteria for grants to local educational agencies (LEAs). My bill would also specify a list of priorities by which funds shall be allocated to LEAs. These priorities include:

* increasing the availability of pre-school or pre-kindergarten programs especially among economically disadvantaged children;

* expanding and improving dropout prevention programs;

* increasing parental involvement in education and providing literacy training where necessary;

* assisting cooperative programs among LEAs, business, and higher education to strengthen the quality of Chapter I schools; and

* implementing educational reforms adopted by individual States.

Title II of my bill would authorize $80 million for FY89 for a Teacher Training and Improvement Act. This Act will provide opportunities for inservice teachers and administrators to enhance their skills and to attract qualified persons from business and the professions to careers as teachers and administrators. It will specify that priority be given to improving teaching skills in English, mathematics, the physical and social sciences, and the humanities.

My bill will also allow the Secretary of Education to reserve up to 20% of these funds for national programs that enhance the knowledge and skills of our teachers and administrators and to recognize excellent performances among them.

Mr. Chairman, I look forward to the series of hearings on the reauthorization of Chapter II and to hearing from our witnesses here today. You are to to be commended for your strong support and efforts on behalf of the students of our nation and their educators. They need our assistance to achieve in school in their efforts to succeed in life and contribute to the strength of our country.

Senator PELL. We are going to have two panels this morning, and I would urge that the witnesses keep their statements to less than five minutes. The yellow light will go on in four, and then after five minutes the bell will ring.

The first panel consists of Mr. Thomas Burroughs, Chairman of the Illinois State Board of Education, representing the National Association of State Boards of Education; Mr. David Hornbeck, State Superintendent of Schools, Maryland State Department of Education, and President of the Council of Chief State School Officers in Washington, D.C.; Dr. Marilyn Miller, President of the American Association of School Librarians, American Library Association, Chicago; Mr. Richard Long, who is representing the International Reading Foundation; Ms. Nancy Hamant, Chairperson of the Government Relations Committee, Council for Exceptional Children, Reston; and Mr. Arvin Blome, Assistant Commissioner of Education, Colorado Department of Education, and Chairman of the Chapter 2 State Coordinators in Denver.

I welcome all of you here and suggest that we start off in the order in which you were called. And after the panel has made its presentation in toto, then we will come back with some questions if we may.

Mr. Burroughs?

STATEMENTS OF THOMAS L. BURROUGHS, CHAIRMAN, ILLINOIS STATE BOARD OF EDUCATION, NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION, COLLINSVILLE, IL; DAVID W. HORNBECK, STATE SUPERINTENDENT OF SCHOOLS, MARYLAND STATE DEPARTMENT OF EDUCATION, BALTIMORE, MD, AND PRESIDENT, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, DC; DR. MARILYN L. MILLER, PRESIDENT, AMERICAN ASSOCIATION OF SCHOOL LIBRARIANS, AMERICAN LIBRARY ASSOCIATION, CHICAGO, IL; RICHARD LONG, EXECUTIVE DIRECTOR, INTERNATIONAL READING FOUNDATION, WASHINGTON, DC; NANCY HAMANT, CHAIRPERSON, GOVERNMENT RELATIONS COMMITTEE, COUNCIL FOR EXCEPTIONAL CHILDREN, RESTON, VA; AND ARVIN C. BLOME, ASSISTANT COMMISSIONER OF EDUCATION, COLORADO DEPARTMENT OF EDUCATION, AND CHAIRMAN, CHAPTER 2 STATE COORDINATORS, DENVER, CO

Mr. BURROUGHS. Good morning, Mr. Chairman and Members of the Committee. My name is Tom Burroughs, and I am Chairman-elect of the Illinois State Board of Education and also a member of my State's Chapter 2 Advisory Committee.

It is my pleasure to be here this morning, representing the National Association of State Boards of Education, which includes policymakers in 47 States, three Territories and the District of Columbia.

I welcome this opportunity to share with you our views on the reauthorization of Chapter 2 of the Education Consolidation and Improvement Act.

Last year, when the NASBE Governmental Affairs Committee, of which I am also a member, began its initial discussions on reauthorization of Chapters 1 and 2, there was significant support among the committee members for retaining Chapter 2 in its current form. In spite of its popularity among State and local education officials, however, Chapter 2 has been plagued by criticisms since its inception. The question of program accountability, small and insignificant grant awards, and a genuine concern about the use of Federal funds for general educational purposes are some of the issues that have been raised by the program's critics.

The very real need to address the concerns frequently expressed by these critics has led the NASBE Governmental Affairs Committee to explore ways of maintaining the positive aspects of the program while developing recommendations for improvement. We think this can be done, using the concept of Senate Bill 627, the Targeted Educational Assistance Act.

Mr. Chairman, NASBE has long supported the need for assuring equity in both educational services and opportunity as the primary targets of Federal education funding. Our membership believes that Federal programs should provide equal educational opportunities for all children and supports the notion that reauthorization of Chapter 2 should focus on restructuring the program to target high-risk youth.

We believe that the initial concept of Chapter 2, that is, the ability of SEAs and LEAs to make some determination on how the funds can be most effectively utilized, can be maintained while targeting funds to national priorities. Although there are similar needs, concerns and issues among all the States, there are differences which should be taken into consideration as you contemplate program changes.

We would suggest that there are some priority areas that are not presently included in the language of Senate Bill 627 and hope that the Committee would consider increasing the scope of the Targeted Assistance Act.

NASBE's Board of Directors suggests eight categories as priorities which represent broad-based program needs of youngsters who are currently underserved. Those program areas are: dropouts, illiteracy, effective schools, preschool education, desegregation, teenage pregnancy, basic skills, and the concerns for the talented and gifted.

These categories represent a consensus among State board members of the greatest need. We support permitting an SEA or LEA to fund programs in any of these areas with Chapter 2 funds. We also support allowing districts that receive small grants the discretion to collaborate and pool their funds for shared programs and services.

In addition, we believe stringent accountability is desirable to permit a clear evaluation of the effectiveness of the program and address some of the past criticisms.

We continue to support general program flexibility and the ability to use Federal funds to address the needs as we in the States see them.

NASBE continues to support the current funding division of 80 percent/20 percent between local and State education agencies as a fair distribution.

In the State of Illinois, we have three primary uses for the 20 percent of the Chapter 2 funding retained by the State. Three percent of those funds are used for program management. Twenty-five percent is used for competitive grants, $300,000 for competitive mini-grants at the regional level and $700,000 for statewide grants. These larger grants fund such programs as alcohol and drug education, basic skills programs, foreign language programs, and math and science programs. The remainder of the funds are used for leadership activities and technical assistance to LEAs.

At the local level 991 out of 993 public LEAs in Illinois participate in the Chapter 2 program; 1,150 non-public schools participate.

The City of Chicago has a very effective program and uses approximately $5 million of Chapter 2 funds in a variety of ways, including a dropout prevention program and full-day kindergarten.

The Illinois example of how Chapter 2 funds are being used, I am sure, can help make clear to you that other State and local education agencies are involved in similar initiatives.

Furthermore, I believe that it is not the intention of the Congress to withdraw funding for effective programs vital to improving the educational opportunities for thousands of youngsters. Surely, it would not be in the best interest of education to drastically change Chapter 2 so that we reduce or eliminate its effectiveness.

You have heard, "If it is not broke, don't fix it." NASBE would add this corollary: "If it needs fixing, fix it, but do not destroy it."

We would like to commend the members of this Subcommittee for their ongoing support of education, and I know from personal experience the difficulty you face in trying to address the educational needs of America's students with limited resources, for we face the same problem at the State level.

Thank you very much.

Senator PELL. Thank you very much indeed, Mr. Burroughs.

[The prepared statement of Mr. Burroughs follows:]

TESTIMONY
ON
THE REAUTHORIZATION OF CHAPTER TWO
OF
THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT
BY
THOMAS L. BURROUGHS
FOR
THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION
BEFORE THE
SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

JULY 16, 1987

GOOD MORNING MR. CHAIRMAN, AND MEMBERS OF THE COMMITTEE. MY NAME IS TOM BURROUGHS. I AM THE PRESIDENT OF THE ILLINOIS STATE BOARD OF EDUCATION AND I AM ALSO A MEMBER OF MY STATE'S CHAPTER 2 ADVISORY COMMITTEE. IT IS MY PLEASURE TO BE HERE THIS MORNING REPRESENTING THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCTION (NASBE), WHICH INCLUDES POLICYMAKERS IN 47 STATES, 3 TERRITORIES AND THE DISTRICT OF COLUMBIA. I AM CURRENTLY COMPLETING MY SECOND TERM ON THE NASBE GOVERNMENTAL AFFAIRS COMMITTEE AND I WELCOME THE OPPORTUNITY TO SHARE WITH YOU OUR VIEWS ON THE REAUTHORIZATION OF CHAPTER 2 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT.

LAST YEAR WHEN THE NASBE GOVERNMENTAL AFFAIRS COMMITTEE BEGAN ITS INITIAL DISCUSSIONS ON REAUTHORIZATION OF CHAPTERS 1 AND 2, THERE WAS SIGNIFICANT SUPPORT AMONG THE COMMITTEE MEMBERS FOR RETAINING CHAPTER 2 IN ITS CURRENT FORM. SOME VERY POSITIVE VIEWS WERE EXPRESSED ON THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981, WHICH INCLUDED A CONTINUED COMMITMENT TO FEDERAL TARGETED ASSISTANCE PROGRAMS FOR DISADVANTAGED STUDENTS; ADDRESSED THE VERY REAL ISSUE OF INFLEXIBLE, BURDENSOME ADMINISTRATIVE TASKS ASSOCIATED WITH FEDERAL PROGRAMS; AND PROVIDED BROAD FEDERAL ASSISTANCE TO STATE AND LOCAL EDUCATION AGENCIES IN AREAS WHERE THERE WERE DEMONSTRATED NEEDS.

SPECIFICALLY, CHAPTER 2 OF THE ACT PROVIDED STATE AND

LOCAL ADMINISTRATORS WITH THE DISCRETION TO RESPOND TO THE EDUCATIONAL NEEDS OF THEIR RESPECTIVE COMMUNITIES, IMPROVE EDUCATION, AND FUND AND STIMULATE NEW EDUCATIONAL INITIATIVES THAT THEY MIGHT OTHERWISE NOT HAVE SUFFICIENT RESOURCES TO FINANCE.

CHAPTER 2 HAS BEEN AND CONTINUES TO BE A VERY POPULAR PROGRAM AT THE STATE AND LOCAL LEVEL. IN SPITE OF ITS POPULARITY HOWEVER, CHAPTER 2 HAS BEEN PLAGUED BY CRITICISMS SINCE ITS INCEPTION. THE LACK OF PROGRAM ACCOUNTABILITY, SMALL AND INSIGNIFICANT GRANT AWARDS, AND A GENUINE CONCERN ABOUT THE USE OF FEDERAL FUNDS FOR GENERAL EDUCATIONAL PURPOSES WERE SOME OF THE ISSUES RAISED BY THE PROGRAM'S CRITICS. THE ABSENCE OF FEDERAL MONITORING GUIDELINES CLOSED THE PROGRAM AT ITS OUTSET TO THE CRITICAL SCRUTINY OF THOSE WHO WERE OPPOSED TO BLOCK GRANTS IN ANY FORM. THERE CLEARLY HAS BEEN SOME VALIDITY TO THE ISSUES THAT HAVE BEEN RAISED.

THE VERY REAL NEED TO ADDRESS THE CONCERNS FREQUENTLY EXPRESSED BY THE CRITICS OF CHAPTER 2 LED THE NASBE GAC TO LOOK AT WAYS OF MAINTAINING THE POSITIVE ASPECTS OF THE PROGRAM WHILE DEVELOPING RECOMMENDATIONS FOR PROGRAM IMPROVEMENT. WE BELIEVE THAT REFINEMENT COMES WITH THE ONGOING IMPLEMENTATION OF ANY FEDERAL PROGRAM AND OUR EXPERIENCE IN RECENT YEARS PROVIDES US WITH SOME INSIGHT ON HOW TO IMPROVE THE DELIVERY OF EDUCATIONAL SERVICES UNDER

CHAPTER 2 OF ECIA, RETAIN PROGRAM FLEXIBILITY AND FOCUS ON BROAD NATIONAL GOALS. WE THINK THAT CAN BE DONE USING THE CONCEPT OF S. 627, THE TARGETED EDUCATIONAL ASSISTANCE ACT.

MR. CHAIRMAN, NASBE HAS LONG SUPPORTED THE NEED FOR ASSURING EQUITY IN BOTH EDUCATIONAL SERVICES AND OPPORTUNITY AS WE ADDRESS CRITICAL NATIONAL ISSUES AS THE PRIMARY TARGETS OF FEDERAL EDUCATION FUNDING. OUR MEMBERSHIP BELIEVES THAT FEDERAL PROGRAMS SHOULD PROVIDE EQUAL EDUCATIONAL OPPORTUNITIES FOR ALL CHILDREN, AND SUPPORTS THE NOTION THAT REAUTHORIZATION OF CHAPTER 2 SHOULD FOCUS ON RESTRUCTURING THE PROGRAM TO TARGET HIGH RISK YOUTH AND THOSE YOUNGSTERS WHO MIGHT OTHERWISE BE EXCLUDED FROM THE BROADEST EDUCATIONAL OPPORTUNITIES AVAILABLE.

WE BELIEVE THAT THE INITIAL CONCEPT OF CHAPTER 2, THAT IS THE ABILITY OF SEAS AND LEAS TO MAKE SOME DETERMINATION ON HOW THE FUNDS CAN BE MOST EFFECTIVELY UTILIZED, CAN BE MAINTAINED WHILE TARGETING FUNDS TO NATIONAL PRIORITIES. ALTHOUGH THERE ARE SIMILAR NEEDS,CONCERNS, AND ISSUES AMONG ALL STATES, THERE ARE DIFFERENCES WHICH SHOULD BE TAKEN INTO CONSIDERATION AS YOU CONTEMPLATE PROGRAM CHANGES. WE WOULD SUGGEST THAT THERE ARE SOME PRIORITY AREAS THAT ARE NOT INCLUDED IN THE LANGUAGE OF S. 626 AND HOPE THAT THE COMMITTEE WOULD CONSIDER INCREASING THE SCOPE OF THE TARGETED ASSISTANCE ACT.

NASBE'S BOARD OF DIRECTORS SUGGESTS EIGHT CATEGORIES AS PRIORITIES THAT REPRESENT BROAD BASED PROGRAM NEEDS OF YOUNGSTERS WHO ARE CURRENTLY UNDERSERVED. THOSE PROGRAM AREAS ARE:

- DROPOUTS
- ILLITERACY
- EFFECTIVE SCHOOLS
- PRE-SCHOOL EDUCATION
- DESEGREGATION
- TEENAGE PREGNANCY
- BASIC SKILLS
- TALENTED AND GIFTED

THESE CATEGORIES REPRESENT A CONSENSUS AMONG STATE BOARD MEMBERS ON THE OF GREATEST NEED. WE SUPPORT PERMITTING AN SEA OR LEA TO FUND PROGRAMS IN ANY OF THESE AREAS, WITH CHAPTER 2 FUNDS. WE ALSO SUPPORT ALLOWING DISTRICTS THAT RECEIVE SMALL GRANTS THE DISCRETION TO COLLABORATE AND POOL THEIR FUNDS FOR SHARED PROGRAMS OR SERVICES. IN ADDITION, WE BELIEVE STRINGENT ACCOUNTABILITY IS DESIRABLE, TO PERMIT A CLEAR EVALUATION OF THE EFFECTIVENESS OF THE PROGRAM AND ADDRESS SOME OF THE PAST CRITICISMS. I WILL STRESS AGAIN THAT WE CONTINUE TO SUPPORT PROGRAM FLEXIBILITY AND THE ABILITY TO USE FEDERAL FUNDS TO ADDRESS THE NEEDS AS WE SEE THEM.

WHILE NASBE RECOGNIZES THE NEED FOR MORE SUCCINCT INFORMATION ON HOW FEDERAL FUNDS ARE SPENT, WE WOULD WARN AGAINST ADDING NEW REPORTING REQUIREMENTS TO STATE RESPONSIBILITIES AND SIMULTANEOUSLY REDUCING THE AMOUNT OF MONEY WHICH IS EARMARKED FOR THE STATES' USE. NASBE CONTINUES TO SUPPORT THE CURRENT FUNDING DIVISION OF 80%-20% BETWEEN LOCAL AND STATE EDUCATION AGENCIES AS A FAIR AND EQUITABLE DISTRIBUTION OF FUNDS.

MR. CHAIRMAN, IN 1981 WHEN THE REAGAN ADMINISTRATION RECOMMENDED CONSOLIDATING ALL FEDERAL EDUCTION PROGRAMS INTO THREE BLOCK GRANTS AND SIGNIFICANTLY REDUCING FEDERAL SPENDING FOR EDUCATION, STATE BOARD MEMBERS ACROSS THE COUNTRY WERE CONCERNED THAT THE GAINS MADE IN EXPANDING EDUCATIONAL OPPORTUNITIES FOR OUR NATION'S STUDENTS WITH FEDERAL ASSISTANCE WERE DESTINED FOR EXTINCTION. THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 REPRESENTED A SUBSTANTIAL COMMITMENT TO EDUCATION BY THE CONGRESS AND THE NATION. THE PROPOSED POLICY OF THE ADMINISTRATION CLEARLY REPRESENTED A RETREAT FROM THAT COMMITMENT.

THE CONGRESS SUBSTANTIALLY MODIFIED THE ADMINISTRATION'S PROPOSAL WITH THE ENACTMENT OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981 AND I CAN ASSURE THE MEMBERS OF THE SUBCOMMITTEE THAT IN SPITE OF THE OVERALL REDUCTION IN FUNDING THAT OCCURRED WITH THE BLOCK GRANT, CHAPTER 2 FUNDS

HAVE BEEN PUT TO GOOD USE.

IN THE STATE OF ILLINOIS WE HAVE THREE PRIMARY USES FOR THE 20% OF THE CHAPTER 2 FUNDING RETAINED BY THE STATE. 3% OF THOSE FUNDS ARE USED FOR PROGRAM MANAGEMENT. 25% IS USED FOR COMPETITIVE GRANTS; $300,000 FOR COMPETITIVE MINI GRANTS AT THE REGIONAL LEVEL, AND $700,000 IN STATE-WIDE GRANTS. THESE LARGER GRANTS FUND SUCH PROGRAMS AS ALCOHOL AND DRUG EDUCATION, BASIC SKILLS PROGRAMS, FOREIGN LANGUAGE PROGRAMS AND MATH AND SCIENCE PROGRAMS. THE REMAINDER OF THE FUNDS ARE USED FOR LEADERSHIP ACTIVITIES AND TECHNICAL ASSISTANCE TO LOCAL EDUCATION AGENCIES.

AT THE LOCAL LEVEL, 991 OUT OF 993 PUBLIC LEAS PARTICIPATE IN THE CHAPTER 2 PROGRAM. 1150 NON-PUBLIC SCHOOLS PARTICIPATE. THE CITY OF CHICAGO HAS A VERY EFFECTIVE PROGRAM AND USES APPROXIMATELY 5 MILLION DOLLARS OF CHAPTER 2 FUNDS IN A VARIETY OF WAYS INCLUDING A DROPOUT PREVENTION PROGRAM AND FULL DAY KINDERGARTEN.

THE ILLINOIS EXAMPLE OF HOW CHAPTER 2 FUNDS ARE BEING USED. I AM SURE THAT MOST OF THE STATE AND LOCAL EDUCTION AGENCIES ARE INVOLVED IN SIMILAR INITIATIVES. FURTHERMORE, I BELIEVE THAT IT IS NOT THE INTENTION OF THE CONGRESS TO WITHDRAW FUNDING FOR EFFECTIVE PROGRAMS VITAL TO IMPROVING THE EDUCATIONAL OPPORTUNITIES FOR THOUSANDS OF YOUNGSTERS.

CLEARLY IT WOULD NOT BE IN THE BEST INTEREST OF EDUCATION TO SO DRASTICALLY CHANGE CHAPTER 2 THAT WE REDUCE OR ELIMINATE ENTIRELY ITS EFFECTIVENESS. YOU HAVE HEARD THE SAYING, "IF IT'S NOT BROKEN, DON'T FIX IT." ALLOW ME TO ADD ITS COROLLARY: "IF IT NEEDS FIXING, FIX IT - BUT DON'T DESTROY IT.

I WOULD LIKE TO COMMEND THE MEMBERS OF THE SUBCOMMITTEE FOR THEIR ONGOING SUPPORT OF EDUCATION. I KNOW FROM PERSONAL EXPERIENCE THE DIFFICULTY YOU FACE IN TRYING TO ADDRESS THE EDUCATIONAL NEEDS OF AMERICA'S STUDENTS WITH LIMITED RESOURCES. THE ISSUES WHICH ARE OF NATIONAL CONCERN ARE THE VERY SAME ISSUES THAT STATE BOARD MEMBERS ACROSS THE COUNTRY GRAPPLE WITH EACH TIME WE COME TOGETHER. I URGE YOU TO CONTINUE TO WORK WITH US SO THAT TOGETHER WE MAY BETTER SERVE ALL OF OUR NATION'S CHILDREN.

I WOULD LIKE TO THANK YOU FOR ALLOWING ME TO TESTIFY THIS MORNING THE NATIONAL ASSOCIATION OF STATE BOARDS OF EDUCATION IS AVAILABLE TO ASSIST YOUR ABLE STAFF IN ANY WAY WE CAN.

Senator PELL. Mr. Hornbeck?

Mr. HORNBECK. Thank you, Mr. Chairman.

I appreciate the opportunity to testify this morning, and I wish to make four brief points and six recommendations on Chapter 2.

First, we face an economic imperative for the first time in human history, that the capacity to work smarter be characteristic of all of our children, not just some. Historically, from an economic perspective, we had the luxury of knowing that the only victim of school failure was the victim. That is no longer so. The demographic facts of today mean that each of us will be the economic victim of the continuing failure of the schools with one-fourth to one-third of our youngsters.

Second, I believe that we can meet that challenge if the partners at the Federal, State and local levels do their share. Historically, the Federal contribution has played a significant role in that, particularly with respect to equity and access.

Today, programs that promote educational excellence for all children from the Federal government, such as Chapter 2, are in my view seriously underfunded.

Three, innovative reform is crucial to meeting the needs of all young people. We are often called upon in schools to "act businesslike". Less often do we enjoy the tools of business. One of the central tools of nearly every self-respecting, successful, growing, dynamic business is its research, its development activity. That tool provides the source of change.

In my world, Chapter 2 is certainly one of, if not the primary source, of our ability to do research and development and to drive change.

To illustrate in the State I know best, it is our lifeblood, to state it simply. We are driving the implementation of our tougher graduation requirements, including the use of a writing test, as a graduation prerequisite. It is the cornerstone feature of our at-risk initiatives, such as the grant program for teen pregnancy in every school system in Maryland.

Good school site management is crucial to effective schools. Chapter 2 has enabled us to pilot the use of principal assessment centers, which is leading toward their use as a condition of certification. Through the use of Chapter 2 funds, we have spurred the growth in elementary guidance programs from one system five years ago to one-third of our systems now with programs in every elementary school. The fact is that it is at the heart of our ability to change what we are doing in program improvement.

Four, Chapter 2 funds help us assess the quality of education and monitor the impact of school reform. Against that backdrop, the Council of Chief State School Officers urges you to consider the following recommendations.

1. Retain the program's flexibility to assure effective leverage of State and local resources.

2. Establish four national priorities: (a) at-risk kids; (b) effective school models; (c) instructional program improvement, and (d) staff development.

3. Make States accountable for the allocation of dollars among these priorities, with a focus on documented needs.

4. Require States and school systems to demonstrate how Chapter 2 contributes to local and State priorities.

5. Have us identify what we expect to achieve, how we will know if we did it and ultimately have us report our success and failure in objective terms.

6. Ensure targeting to direct school and student services by clearly defining the difference between administrative costs and other leadership activities.

We look forward during the reauthorization process to continuing to work with you on these matters and appreciate your leadership in this.

Thank you very much, sir.

Senator PELL. Thank you very much, Mr. Hornbeck.

[The prepared statement of Mr. Hornbeck follows:]

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CHIEF STATE SCHOOL OFFICERS • COUNCIL •

STATEMENT REGARDING THE FEDERAL, STATE, LOCAL PARTNERSHIP IN EDUCATION

Before the

Senate Subcommittee on Education, Arts & Humanities

The Council Statement Presented

by

David W. Hornbeck
President, CCSSO
and
Superintendent of Schools
State of Maryland

July 16, 1987

Education
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COUNCIL OF CHIEF STATE SCHOOL OFFICERS
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Mr. Chairman, I am David Hornbeck, Superintendent of Schools for the State of Maryland and President of the Council of Chief State School Officers. I am honored to have this opportunity to testify on behalf of the Council regarding the federal, state, and local partnership in elementary and secondary education programs, particularly Chapter 2.

You are beginning the process of reauthorizing all federal elementary and secondary programs at a time when America's competitiveness in world markets is the issue of national concern. The report of the Carnegie Forum on Education and the Economy argued persuasively that the American workforce cannot and will not work cheaply enough to compete in the world marketplace. If we wish to maintain or improve our current standard of living, we must work smarter. Moreover, it is clear that we will not succeed if only a small group of gifted elite work smarter.

The ability, the skill, the capacity to work smarter must - for the first time in human history - be characteristic of the mass of our population. That includes the 22% of our children living in poverty. It includes the majority of students in some urban areas who drop out before their senior year of high school. It includes our newest citizens whose native language is not English. It also includes those students who are gifted and talented, as well as the "average" child who falls into no particularly category of special educational need.

Add to these challenges two additional facts to put the economic imperative into perspective. Thirty-five years ago, there were 17 people working for each retiree. By 1992, there will be only three. Clearly all three must be productive. Yet one of those three will be a minority. Those who are minorities are disproportionally represented among the poor. Moreover, they are disproportionally repesented among those with whom schools have been and continue to be least successful.

Can we meet these challenges? I believe we can. Education cannot do it alone, any more than Congress or the private sector or families and communities can. However, if we look to our tradition of free public education, we see it has been at the heart of our Nation's success. As we examine that tradition, we see that it has evolved into a federal, state, and local partnership focused on both quality and equity in education.

Over a hundred years ago, we were the first Nation to make a commitment to free mass education. In the past thirty years, we have reaped the gains of a commitment to access and equity in education. The high school graduation rate has increased from less than 50% in the 50's to over 75% today. Over 50% of high school graduates pursue postsecondary education. Governmental support for racially segregated schools has been dismantled, and formal barriers to education equality for women removed. It is the Nation's policy to provide full educational services to disabled children, as well as to recognize the extra educational needs of limited English proficient children. This Committee can be proud of its contributions to these successes.

Just as the gains of the last 30 years have been due to a commitment to access and equity in education, investments in the quality of education have contributed as well. The national response to Soviet competition in space was to inject funds and energy into math and science education and the training of teachers through the National Defense Education Act. The Vocational Education Act of 1963 forged a federal, state, local partnership to improve our occupational and technical training system. That program's successor, the Carl D. Perkins Act, leverages nearly twelve state and local dollars for every federal dollar spent.

Unfortunately, current state reform efforts and local initiatives to make schools effective are not receiving adequate federal support. Programs that promote educational excellence for all children, such as Chapter 2, the Education for Economic Security Act, or the Leadership in Educational Administration Development Act, are seriously under funded.

Will a new national commitment to education truly make a significant difference in the workforce that must work smarter and become more competitive? We have strong evidence that it will. First, education has always correlated to the work ethic. 63% of college graduates show a strong work ethic, compared to 47% of workers with high school or less. Education also makes a difference in the health and longevity of the individual. Every year of schooling completed means an average 2.73 years increase in life expectancy for women and an increase of 2.48 years for men. A single year of preschool education yields $19,200 in annual earnings for disadvantaged individuals -- $5,200 a year over the $14,000 they would have received on welfare. And the difference in lifetime earnings between a high school dropout and the average American who completes college and participates in some form of adult education is $631,000.

Nonetheless, we have reaped almost all of the economic benefit we can expect from the dramatic increase in the number of years of schooling completed by Americans. Making substantial economic gains in the future — meeting the challenge to work smarter than our competitors abroad -- will depend on enhancing the quality of education. We must act thoughtfully, decisively, and quickly, for the economic imperative is here. The human and social tragedy of generational and perpetual poverty is already with us. We have, in my judgement, less than a decade to alter our course sufficiently to avoid serious negative consequences to our life together.

As we do so, there are also fiscal imperatives shaping how we make our investment. In times of scarce resources, each public dollar must be used in programs which are well crafted, carefully linked, and designed to effect change.

The Council supports the approach this Committee is taking to the education and training components of the trade legislation. You are identifying national priorities and those programs most closely related to them, such as the Education for Economic Security Act and adult education. You are committing significant resources to these programs, as well as building new components to fill gaps and address current needs. The Council urges an equally comprehensive approach to reauthorization of elementary and secondary programs. We urge you to examine them in light of their historic contributions to access and excellence in education, as well as in terms of their potential for addressing long term national goals like competitiveness, for the two are intertwined.

Chapter 1 is the cornerstone of the federal investment in the educational needs of at risk children and youth. We believe that full funding of service to all eligible children, in the scope and intensity to raise their skills to the level of their more advantaged peers is the key step toward future national competitiveness.

Chapter 2 provides the key federal investment to stimulate innovative reform and accountability. It serves as a primary source of funds for states, local education agencies, and schools to promote change.

o In my State of Maryland, more than half of the state share is being spent to further educational reform and improvement. Chapter 2 helps implement stronger secondary school graduation requirements, including a writing test as a prerequisite to graduate. At the same time, the program enables us to provide special services to students at greatest risk of failure. Funds are used to develop new K-12 curricula in science, math, arts and humanities and to support our effort to establish full guidance programs in all elementary schools. With Chapter 2 funds we are piloting an innovative technical network to beam computer software to schools through television air waves.

o Connecticut allocates the first one-fourth of its state share for competitive grants to local districts for effective schools projects, and spends a significant portion of the remainder for auxiliary services and training to local school personnel.

o Illinois grants up to 38% of its state portion to local districts, including $700,000 in competitive grants for educational improvement and another $300,000 in mini-grants to upgrade the skills of public and non-public school teachers and administrators.

o In FY 1986, the Vermont Department of Education devoted approximately 50% of their Chapter 2 dollars to professional development and leadership training for local public and non-public school personnel.

o Ohio's reform program, Mission for the 80's: A Blueprint for Excellence, was supported by Chapter 2 funds, used for commission hearings, staff work, design and implementation of the reform blueprint.

Chapter 2 funds also support efforts to assess the quality of education and monitor impact of school reform initiatives. Chief state school officers have undertaken a number of cooperative projects to improve the educational database and develop standard indicators of student achievement, school performance, and measure the quality and supply of teachers in subjects such as mathematics and science.

A recent study of the states found over one third of the states using Chapter 2 to support statewide student assessment programs, one third using funds to enhance other government branch analysis of state educational issues, and one third using funds to disseminate information regarding effective educational practices. States, such as California and New York use a significant portion of their Chapter 2 funds to assess the impact of their effective school and reform programs.

We know that members of this Committee are also interested in seeing Chapter 2 specifically targetted to the needs of at risk and low achieving students, as a complement to Chapter 1. States and local districts are doing that.

o Connecticut spends a portion of its state funds on desegregation grants to local education agencies.

o More than 40% of California's state funds under the program are targetted to special services for at risk students.

Your Committee and the Congress are rethinking the Chapter 2 program, not only in terms of its structure, but also its focus. This reevaluation centers on two question: Should Chapter 2 continue as a flexible block of funds to support a broad range of educational improvement activities, or should it be targetted to high risk, high cost students with special needs and specific educational reform activities? Secondly, if the current flexibility is retained, how can Congress know that the federal dollar is really buying results in the areas of highest priority.

We urge you to consider these recommendations in your development of the Committee bill:

- o Retain the flexibility of the program to assure the most effective leverage with state and local resources. The federal government should define the broad national priorities to be achieved by the program — such as the needs of at risk and special populations -- and permit educational agencies to target funds to the specific activities or projects within the priorities.

- o Establish four national priorities: 1) projects for at risk students and special populations; 2) support of effective school models and reform efforts; 3) instructional program improvement, and 4) training or retraining educational personnel, including teachers, administrators, counselors, and librarians.

We respond to Congressional concerns that Chapter 2 should be better targeted and evidence provided of the change the program leverages with these recommendations:

- o Make states accountable for allocation of dollars among these priorities. Accountability can be achieved by use of objective data in state and local applications to document needs in areas chosen.

- o Permit states and local education agencies to demonstrate the contribution Chapter 2 makes to the achievement of broad state and local priorities.

- o State and local plans should establish goals and outcomes to be achieved or supported with Chapter 2 funds, as well as measures for evaluating progress toward these goals.

(For example, Maryland spent more than $350,000 to develop a writing test for high school graduation last year. $153,000 of the total cost came from Chapter 2 funds; the balance was state and local. I would be most willing to document in the state Chapter 2 plan both the importance of the writing test to our reform efforts and evidence of its impact.)

o Insure the state share of Chapter 2 funding is targeted to direct school and student service needs by defining clearly the difference between administrative costs and other leadership activities, such as technical assistance and training.

The Council believes these recommendations would maintain the flexibility of Chapter 2 to meet national priorities as they are reflected in state and local needs. The funds would be used to fill critical gaps, as well as to supplement and support other federal, state and local initiatives. At the same time, states, local educators, and Congress would have benchmarks to measure progress.

I appreciate this opportunity to express the Council's views and look forward to working closely with you throughout the reauthorization process.

Senator Pell. Dr. Miller?

Dr. Miller. Thank you, Mr. Chairman, for allowing me to speak to you this morning on behalf of students and teachers about our Nation's school libraries.

According to the most recent Center for Educational Statistics report, over 90 percent of the Nation's public and two-thirds of the private schools have school libraries. There are forty-three million student visits to school libraries each week.

These libraries, however, which serve all school programs and all students, are not in great shape. We still do not have enough staff; only 79 percent of the public school libraries are administered by trained staff. The national full-time equivalent is one staff member for 720 pupils.

Library book collections, quite frankly, are deteriorating. Funds once available and allocated for printed materials are being diverted to necessary computer software and hardware, videotapes and equipment, and other resources.

Book prices are escalating at an unbelievable rate, and general inflation hurts us, of course, as well.

In 1985 dollars, average school expenditures for school libraries, excluding salaries and wages, have declined 16 percent since 1977. The average school librarian has $6.24 per pupil to buy books; $6.24 will buy an average of one-third of a book per child—maybe.

The average price for quality picture books for the very young now begin at $15, mostly because they are printed abroad. In 1985, the average price for a hardcover trade book, after eliminating all those prices at $81 or more, was 8 percent higher than in 1984.

In 1977, a novel for a high school collection cost $10.09. In 1986, librarians found a price of $16.95 on that book. Twenty percent of our schools have three or fewer magazine subscriptions. If you want to talk about schools participating in the electronics world and the telecommunications revolution, remember that only 34 percent of our school libraries even have telephones.

Collections are becoming outdated and unattractive, and thus unused. It is not uncommon to find books in science sections speculating on our technical ability to land on and explore the moon.

In my own State, a current study of the science collections in five elementary school libraries in one of our rural counties found only three recommended science books that were usable in the new required basic education science curriculum. Collections that were built in the Sixties, with the massive infusions of money through the NDEA and ESEA legislation, served well, but schools today are falling behind in their efforts to develop an adequate information base, and many students and faculty fail to find up-to-date and attractive books that provide accurate information and motivation to read—which makes Dr. William Bainbridge's comment on Monday's public radio all the more interesting—and I quote—"One of the highest correlations between good schools and good test scores is total library media center expenditures."

The block grant program as it has evolved has not worked well for most school libraries for a variety of reasons. The use of these funds for school libraries has depended on the availability of strong State leadership, administrators who are understanding of the intellectual role that libraries play in the teaching-learning process, and school librarians who are able to work politically and influence the development of State plans.

Where one or more of these factors was operating, school libraries have fared well. Where these factors have not operated, libraries have not fared well. All teachers and all students need and deserve an adequate information base as a foundation for learning, and as citizens, we have the responsibility and the need to see that that information base exists.

We are strongly supportive of S.627 and recommend that its inclusion of school libraries be included in any targeting of Chapter 2 funds approved by the Subcommittee.

Since the support of the instructional program provided by school library-media centers includes the provision of many formats in addition to books, we recommend that the phrase "organization and use of school library books and textbooks" in Section 2(a)(5) be expanded to read: "acquisition and use of school library resources, textbooks, and other printed and published instructional materials."

I do have, Mr. Chairman, additional updating information on the CES study, which I would like to leave for the record. And I do appreciate the opportunity to present the views of the American Library Association and its school library division, the American Association of School Libraries, and to speak on behalf of students and teachers in our schools.

Thank you.

Senator PELL. Thank you very much, Dr. Miller. I should have mentioned first that the full statements of every one of the witnesses and any documents they wish will be inserted in the record as if read, so that Senate will have before it the full information that you wish us to have.

[The prepared statement of Dr. Miller, with an attachment, follows:]

Statement of

Dr. Marilyn L. Miller
Immediate Past President
American Association of School Librarians
A Division of the
American Library Association

before the
Subcommittee on Education, Arts, and Humanities
Senate Labor and Human Resources Committee

on
Reauthorization of Chapter 2
Education Consolidation and Improvement Act

July 16, 1987

I am Marilyn Miller, Professor and Chair of the Department of Library Science and Educational Technology at The University of North Carolina at Greensboro. Today, I am representing the 6,000 members of the American Association of School Librarians (AASL) as well as the membership of the American Library Association (ALA), and the nearly 55,000 other school librarians who affiliate with us through their state professional school library associations. These school librarians serve the 42,000,000 plus children and adolescents who use school library media centers each week during the school year. We appreciate this opportunity to discuss the status and needs of school libraries in the United States in support of S. 627, the "Targeted Educational Assistance Act," which will focus education block grants on five priority needs, including school library resources.

As an organization, AASL is dedicated to the improvement of school library programs for students and teachers by providing leadership through the development and dissemination of national standards, the provision of continuing education, and the publication of research and other specialized information which will assist building level school librarians in the development of relevant collections of resources and programs for their use in teaching and learning.

Purpose of the School Library

The school library is the information base of the school. The school library serves as a point of voluntary access to information and ideas and equally as a learning laboratory for students as they acquire critical thinking and problem solving skills needed in a pluralistic society. Good school librarians work closely with teachers to integrate information seeking and use activities into curriculum units that are designed to deliver content as well as to equip students to locate, evaluate, and use effectively a broad range of resources: print, audio, video, tactile, and now electronic data systems. Programs and services that help the young develop socially and aesthetically also emanate from these good school library programs. A good school library can be intellectual insurance for all students, from the intellectually gifted to those with severe physical or learning disabilities and for the burgeoning populations of children who are being moved to the United States and who need access to resources that describe our history, our form, processes, and responsibilities of government, and the multifaceted aspects of our culture so that they can find their place in a different society.

Research Supporting Need for School Libraries

A small, but growing body of research reporting on the relationship of the availability of libraries, librarians, and materials and their use to the learning of students supports the need for good school libraries for all young people. Bishop (1963) identified seven elements which influenced the quality of experiences students have in centralized libraries and determined which of these experiences facilitate and which inhibit learning. She found the following influential elements: (1) the librarian, (2) the library materials and equipment, (3) the activities and privileges, (4) the conduct of the pupils in the library, (5) the atmosphere in the library, (6) the other pupils, and (7) the library as a separate entity.

Gaver (1963) reported the results of a study in which she examined the impact of different elementary school library services on various factors related to the educational achievement of elementary pupils. By using standardized test results of fourth and sixth graders at six schools, Gaver attempted to show the relationship between the students' scores and educational achievement, socio-economic status and three types of library service: classroom collections only, central library collections with no professional staff, and school libraries with collections and professional staff. The findings revealed that: (1) students in schools with central library services showed higher educational gains on standardized tests, and (2) the provision of a school library does not depend on the socio-economic level of the school. Didier (1982) reported the results of a study of 94 school districts in Michigan. The data showed the relationships between student achievement in reading and library media programs and personnel in the state of Michigan. Didier studied the district school summaries of fourth and seventh grade students on a state-wide objective-referenced test. Major findings revealed that: (1) there is a significant difference in student scores for those students in schools with school library personnel as compared to those without such personnel; and (2) students had greater access to library centers in schools with school librarians than in those without them.

Hutchison (1982) studied the relationship between library use and academic category among tenth grade students and concluded that on-site training that promotes continuous use of the school library can be a factor in improving student academic achievement. Campbell (1974) studied a group of 484 tenth grade students, half of whom were in schools with libraries and half in schools without libraries, and found higher achievement scores for those students in schools with libraries.

Greve (1974), in a study of 900 twelfth grade students from 231 Iowa high schools, found evidence which supports the idea that there is a positive relationship between scholastic achievement and a high level of available library service. He found that students who attended schools where there was a high level of library service demonstrated a higher level of performance on standardized tests.

In a locally based research project, Hale (1970) investigated twelfth grade students from two matched classes. Of the two groups studied, one group was given all varieties of library services and resources and opportunities for independent study under the librarian's supervision, while the other group was taught and supervised by classroom teachers with the use of library services and resources being only incidental. The conclusion drawn was that there was measurable effect upon the learning of students exposed to library skills and services compared to those without this exposure.

Barrilleaux (1965) reported the results of a study involving two groups of junior high school science students. The control group consisted of all eighth and ninth grade students enrolled in science courses in which instruction was centered around unit assignments using the textbook as the principal source of reference and study material. The experimental group's composition was similar to the control group with instruction being centered around unit assignments. However, instead of a basic textbook, reading and reference materials were available through the school library. Barrilleaux found that while both groups measured about the same in science achievement, the experimental group scored significantly higher in critical thinking, science attitudes, writing in science and library use.

Our most recent study of school library programs is "Exemplary Elementary Schools," and is reported in the Spring issue of School Library Media Quarterly (15:147-53). Loertscher reports findings of a study of the 209 public and private schools selected by the U. S. Department of Education in 1986 and labeled "exemplary." Loertscher discovered that activities designed to increase enjoyment of literature and reading promotion are the bedrock of the elementary school library media program in these exemplary schools. He found further that:

1. library media specialists go to great lengths to provide a conducive atmosphere for children to interact with literature and a wide variety of reference and audiovisual materials.
2. in the best library media programs, children receive individualized attention as they interact with literature, materials, and their search for curriculum related assignments.
3. school librarians agree that collections are out-dated and renewing of the collection must occur.
4. librarians agree that there is a lack of funding. Most have specific plans for extra funds, should they appear.
5. full-time librarians without sufficient clerical help hope that automation will provide them more time to interact with students and teachers.

Current Status of School Libraries

Today, according to a recent Center for Education Statistics study, 98 percent of the pupils in public schools and 75 percent of the pupils in private schools (including special and alternative schools) have access to a library media center in their school. For public schools, this is an improvement of 30 percent over the 68 percent of the schools which had libraries in 1968. Seventy-nine percent of the public schools are currently served by certified library staff while about one-third of the private schools are served by certified library personnel. The majority of librarians (91 percent) report that they routinely assist students in locating information and resources valuable to their educational needs and to the growth of their personal interests and ability. Three-fourths report that they provide reference assistance to teachers, and 67 percent report that they informally instruct students in the use of various types of materials and equipment, offer a sequential program of information skills instruction, and provide reading/listening/viewing guidance to students. About one-half of the school librarians in the nation report that they provide teachers with information about new educational and media developments, help individual teachers to coordinate media program activities and resources with subject areas, units, and textbooks, and coordinate information skills instruction with classroom instruction.

Funding Realities for School Libraries

At the same time that we congratulate ourselves for providing the majority of our children with access to school libraries, we must take note of the growing body of data that reveals that school libraries are not in great shape today in terms of the availability of quality collections of resources and professionally educated personnel to provide the information and instructional functions expected of good school library programs. Budgets are being diverted to other types of resources, collections are aging, and inflation is diminishing book buying capability.

Two recent national studies provide basic data about the status of school libraries in today's schools. The first is Statistics of Public and Private

School Library Media Centers, 1985, conducted by Westat, Inc., Rockville, Md., in the 1984-85 school year for the Department of Education's Center for Education Statistics (CES). The second study is the third in a series done by myself and Dr. Barbara Moran at the University of North Carolina at Chapel Hill. That study, a copy of which I am providing for the record, is a biennial review of subscribers to School Library Journal (SLJ), for the purpose of examining expenditures for resources and other aspects of school library programs. Even though the SLJ survey probably represents slightly more affluent schools on the whole, the results of both surveys are quite similar.

The CES study further reports that school library mean per school expenditures (excluding salaries and wages, when adjusted for inflation), declined by 16 percent in public schools since the surveys in 1974 and 1978. In 1985 dollars, the mean per school expenditures for 1974 were $10,603, compared with $[illegible]967 in 1978, and $7,577 in 1985. Per pupil 1985 dollar expenditures were $15.65 in 1978 compared with $14.20 in 1985. In 1985 dollars, between 1978 and 1985 total reported per school expenditures declined by 16 percent.

Furthermore, since 1978, as reported in the CES data, there has been a noticeable shift in the allocation of library media center expenditures between print and audiovisual collections and equipment. The declines in expenditures occurred primarily among collection items. In 1985 dollars, the mean collection expenditures per school decreased by 26 percent between 1978 and 1985. Collection expenditures went from 71 percent of total nonsalary expenses in 1978 to 62 percent of the total in 1985. The CES study says: "During the same period, per school expenditures for equipment, when adjusted for inflation, increased by 31 percent and per pupil equipment expenditures increased from $2.83 to $3.98." These increases reflect the large expenditures for computers occurring at the time of the 1985 study.

When one examines the status of school library collections today, one must remember that today's library/media collection, as I noted earlier, represents the essential information base of our instructional programs and must include a large variety of resources to reflect the variety of modern communication capability. Thus, the reported per school expenditures reflect also the purchase by librarians of recorded video tapes and blank tapes to meet the insatiable demand for this medium. Video is replacing 16mm film in schools because of the cost of film and film projectors, proliferation of VCRs in the home as well as the school, easy access to video, and other factors. Expenditures for film, however, have rarely come from the building library budget. Rather, film libraries have been developed at the school district level or in consortium arrangements with other districts, regions, the State, and occasionally the public library. Video expenditures along with expenditures for the newer media such as CD audio discs, CD-ROM discs, computer software, and the use of electronic publishing are putting tremendous pressures on the money that has traditionally been allocated for library books and magazines. While many libraries make heavy use of new technologies, the CES report also notes that only 34 percent of school libraries have telephones.

The CES report reveals that the mean expenditures per school for books in 1985 was $2,798. Further review of the data reveals that schools are spending more for computer hardware, software, audiovisual materials, and other audiovisual equipment than they are for library books. Twenty percent of our school libraries have fewer than three magazine subscriptions.

A quick review of mean expenditures per pupil per public school reveals:

Books	$6.24
Mag. subs.	1.49
Microforms	.06
Comp. software	.84
AV mats	1.80
Other mats	.30
Comp. hardware	3.41
(May include total school expenditures in some schools)	
Other equip.	1.86
Supplies	.90
Binding	.13
All other	.53

The mean expenditure per pupil per school for books in 1985 was $6.24. (The Miller/Moran study reports MEDIAN figure of $4.45 per pupil.) The cost of the most recent Caldecott Award picture book was in excess of $15.00. (The Caldecott medal is given annually by the American Library Association to the most distinguished picture book created by an American artist or illustrator.) A further illustration will reveal the havoc that inflation is playing with collection development in schools. In 1985, the average price for hardcover books after eliminating all those prices at $81.00 or more, showed a 7.7 percent increase above 1984 prices. In 1977, the school librarian who purchased an adult novel for the junior or senior high school saw an average list price of $10.09. In 1982, she saw a price of $13.57; $14.41 in 1985; $14.49 in 1984, and $15.24 in 1985. In 1986, she likely found a list price of $16.95--- a whopping increase of more than ten percent. Those school librarians who bought trade books in history found them to average about $10.00 more than the novels. The result is that the average librarian can often purchase no more than one-third of a new book per student per year. Thus, while the national average of 20 volumes per pupil looks good, a review of the discarding practices which are stingy in many schools, a review of book prices current, and common knowledge of the rapidity with which new knowledge and information are being disseminated causes us to worry about the quality of these 20 volumes.

Another issue is the inequity of expenditures in schools. Less money is spent per pupil for books and periodicals in the South and in the West. In small high schools of less than 300 students, the total per pupil budget for libraries ranges from $5.80 to $88.94. In schools of 2000 and up, the book budget ranges from $2.31 to $7.14 per pupil.

Deteriorating Book Collections

As a result of new and varied information technologies, and increase in the reporting of new information, the failure of library budgets to increase with inflation, and the cost demands of more expensive and a greater variety of formats, collections are becoming outdated and unattractive and thus unused. It is not uncommon to find books in science sections speculating on our technical ability to land on and explore the moon. In my own state, a current study of the science collections in five elementary school libraries in one of our rural counties found only three recommended science books that were usable in the new required basic education science curriculum. Collections that were built in the sixties with the massive infusions of money through the NDEA and ESEA legislation served well. But schools today are falling behind in their efforts to develop an adequate information base, and many students and faculty fail to find up-to-date and attractive books that provide accurate information and motivate readers.

Impact of Federal Aid to School Libraries

School librarians proved in the late fifties and sixties that they could administer federal funds with integrity and competence. In Kansas, where I wrote the state plan for implementation of Title II of ESEA, we were able to start over 300 elementary school libraries in one year and to motivate the appointment of dozens of school librarians through the use of these funds. It truly made a difference to all children and teachers in that state. Throughout the country, one of the major effects of Title II was the establishment of stocked and staffed elementary school libraries in many schools which had none previously.

A "small" consolidation, the ESEA Title IV-B program (funded from fiscal year 1976 through 1981) combined Title II with educational equipment and guidance, counseling and testing, but still provided an estimated 20-30 percent of all funds spent on school library resources and instructional equipment. For many schools, IV-B was the only federal program in which they participated. ESEA IV-B received $161 million in its last year of funding, FY 1981.

A "big" consolidation, the Education Consolidation and Improvement Act of 1981, combined ESEA IV-B with 31 other programs in a block grant. A Department of Education evaluation shows that 68 percent of school districts spent $96.7 million (or 29 percent of local Chapter 2 funds) on library resources and instructional equipment in the 1984-85 school year. However, 89 percent of school districts provided funding for library/media center support in 1981-82 under the antecedent ESEA IV-B. The library/media center is the only activity area supported by fewer districts under the block grant. Information from school librarians shows the effect to be very uneven, with some schools receiving more funds for libraries under the block grant while others get none. New York received $12.4 million in the last year of IV-B, but spent only $2.1 million of its $31.1 million Chapter 2 allocation on school libraries in the 1984-85 school year.

The block grant program has not worked well for all school librarians for a variety of reasons. The use of these funds for school libraries has depended on the availability of strong state leadership, administrators who were understanding of the intellectual role that libraries play in the teaching/learning process, and school librarians who were able to work politically and influence the development of state plans. Where one or more of these factors were operating, school libraries have fared well. Where these factors did not operate, libraries have not fared well.

However, all teachers and all students need an information base as a foundation for learning. That is why we were so pleased to see S. 627 introduced by Chairman Pell in March. S. 627 would amend ECIA Chapter 2 to focus on five priority needs: (1) school dropout prevention, (2) programs to combat illiteracy, (3) programs for the gifted and talented, (4) basic skills instruction for secondary school students, and (5) school library resources. As Senator Pell noted in his introductory statement, assistance to school libraries underlies all other priority areas.

In addition, there is renewed and increasing awareness of the importance of reading to the learning process. For example, in the Department of Education publication First Lessons, Secretary of Education William Bennett says, "There is no excuse for the illiteracy and semi-literacy we are finding in our high schools and colleges.. . One point cannot be repeated too emphatically: Children must have access to books. Every elementary school should have a library. And parents and schools should make sure children know how to use the public library."

We are strongly supportive of S. 627, the Targeted Educational Assistance Act, and recommend that its inclusion of school libraries be included in any targeting of Chapter 2 funds approved by the Subcommittee. Since the support of the instructional program provided by school library/media centers includes the provision of many formats in addition to books, we recommend that the phrase "organization and use of school library books and textbooks" in section

2(a)(5) be expanded to read: "acquisition and use of school library resources, textbooks, and other printed and published instructional materials."

We also appreciate the attention Senator Stafford has given to Chapter 2 in S. 1005, which would focus the block grant on (1) basic skills instruction, (2) educational improvement and support services, and (3) special projects. However, we foresee problems in the implementation of section 3 which prohibits assistance to services or activities for longer than three continuous years. School library materials could be acquired in support of any of these three purposes. Either support of school libraries would end after three years (which we would strongly oppose, since school library materials do indeed undergird all basic skills and school improvement projects), or artificial distinctions would be made, such as assistance for civics materials in one time period, and for science materials in the next.

Summary of ECIA Chapter 2 Recommendations. The specific targeting of school library materials, as S. 627 would do, is consistent with a resolution on ECIA reauthorization developed by AASL and passed by the ALA Council on January 21, 1987. A copy is attached to my statement. The resolution recommends:

> (A) that a component for school library resources be included in the reauthorization of ECIA;
>
> (B) that in any targeting of federal education funds under ECIA, the acquisition and utilization of school library resources and instructional equipment and materials be included; and
>
> (C) that school library media personnel be eligible for any training programs authorized, and for participation on associated advisory committees.

Recommendations for Other Programs. While this statement has emphasized the ECIA Chapter 2 block grant program, we would like to take this opportunity to make recommendations concerning other elementary and secondary education programs under consideration for reauthorization. The following recommendations are provisions which have been included in the House-passed HR 5, the School Improvement Act of 1987.

ECIA Chapter 1 should be amended to clarify that funds may be used for books and school library materials for Chapter 1 students, the training of teachers, librarians and other professionals, and for parental involvement activities. The required plan for schoolwide projects in schools with concentrations of low-income enrollment should be developed with the involvement of those carrying out the plan, including librarians, and with appropriate training for those carrying out the plan, including librarians.

Adult Education and Math/Science Education programs should retain their current provisions which provide opportunities for service delivery through the use of agencies such as libraries.

Education Statistics. We support the provisions of HR 5 which enhance the independence of the current Department of Education Center for Education Statistics, and we specifically support the following: The Center should be specifically authorized to collect data from libraries and be required to issue regular public reports on libraries. A National Cooperative Education Statistics System should include state data on the availability and use of school libraries and their resources, and on teachers, librarians, and school administrators. An Advisory Council on Education Statistics should include the Chairman of the National Commission on Libraries and Information Science.

I appreciate the opportunity to present the views of the American Library Association and its school library division, the American Association of School Librarians.

ATTACHMENT

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ATTACHMENT

Resolution on ECIA Reauthorization

WHEREAS, The survival and security of the Country and and the perpetuation of a democratic form of government mandate that all citizens acquire the best education possible to use information and the technological tools of a modern society and compete effectively in the international marketplace; and

WHEREAS, Elementary and secondary school students need access to information and a wide variety of materials for fostering their critical thinking skills and for helping them develop lifelong learning skills; and

WHEREAS, Teachers need school library resources when helping young people make intelligent decisions, cope with a range of ideas, and explore problems from a variety of points of view; and

WHEREAS, The current emphasis on academics in our schools and improved student achievement have increased the pressure on students to access information and have also put new demands on school library collections; and

WHEREAS, Libraries in public and private elementary and secondary schools have benefited from federal funds since 1965; and

WHEREAS, The use of education funds for school library resources extends the cost benefit of federal funding because such resources are used by all children in a school building, support every curriculum subject area, and continue to be used by new students year after year; now, therefore, be it

RESOLVED, That the American Library Association recommend that Congress include a component for school library resources in the reauthorization of the Education Consolidation and Improvement Act (ECIA); and, be it further

RESOLVED, That the American Library Association recommend that Congress include under "authorized activities" in any targeting of federal education funds under the Education Consolidation and Improvement Act, the acquisition and utilization of school library resources and instructional equipment and materials; and, be it further

RESOLVED, That the American Library Association recommend that Congress ensure that school library media personnel be eligible for any training programs authorized and for participation on associated advisory committees.

Adopted by the Council of the
American Library Association
Chicago, Illinois
January 21, 1987
(Council Document #26.2)

w/Miller

Expenditures for Resources in School Library Media Centers FY '85-'86

by Marilyn L. Miller and Barbara Moran

> *"If one looks at the per pupil book budget, it becomes dramatically apparent that high schools are unable to buy one book per student per year."*

THE THIRD in a series of *School Library Journal* reports, this feature summarizes expenditures for public and private school library resources in U.S. schools, covering the school year 1985-86. Published in the October 1983 issue of *SLJ*, the first report covered data from the school year 1982-83. The second, published in May 1985, provided data gathered from the school year 1983-84.

These periodic *SLJ* reports need continual updating as the nation's attention is once again focused on school reform and as the pendulum swings again toward reconsideration of the role of state and federal governments in funding education. The reports help fill the need for ongoing statistical information about expenditures and other aspects of our nation's library media center (LMC) programs.

In compiling the survey data for this report, we followed the same general pattern of the earlier two, however, there are several exceptions. Instead of information about patterns in collection development as was provided in the second report, we have included information about the use of technology in the LMC program and about cooperative planning patterns used by media specialists and teachers. Also, because responses were received from only 57 private schools, no separate private school data are included. It must be emphasized that all references to LMCs and staff in this report refer *only* to those schools which subscribe to *School Library Journal*.

Marilyn L. Miller is Professor & Chair, Department of Library Science & Educational Technology, University of North Carolina, Greensboro; Barbara Moran is Assistant Professor at the University

(The authors would like to give special thanks to Lee Gragg, doctoral student at UNC-Chapel Hill, for his assistance.)

Responses to the earlier surveys, from both readers and colleagues, continue to support our belief that these reports are needed by the field on a regular, dependable basis. During the 20 years which preceded the publication of the first *SLJ* report in 1983, only three national surveys of public school library media centers had been published. One was a landmark survey, *Public School Library Statistics 1962-63*, published by the U.S. Office of Education in 1963.[1] Fourteen years later, the Department of Health, Education and Welfare published *Statistics of Public School Library/Media Centers, 1974* (hereafter referred to as *LIBGIS I*).[2] This was followed by *Statistics of Public School Libraries/Media Centers, 1978 (LIBGIS II)*, published by the Department of Education in 1981.[3] Three years ago, the National Center for Educational Statistics began another national survey of library media centers which was mentioned in our 1985 report. Recently, the OERI announced the availability of the results of this survey on tape (see news section of this issue).

Survey Instrument

Respondents were asked to supply information about demographic factors such as geographic location, total school enrollment, and the range of grade levels in the building. These distributions are shown in Tables 7-9. For purposes of indentification, survey respondents were asked to describe themselves in terms of certification, educational background, employment status, years of experience in the field of education as well as in the field of librarianship, salary, and to indicate their sex. Each was asked to describe the LMC staff and the size of the media collection, and specific amounts expended for a variety of materials, including rental fees, leasing costs, equipment purchases and maintenance. Respondents were asked if a system media coordinator was employed by the district.

In all the surveys we asked questions about the availability of online bibiliographic and technical services and the availability and use of microcomputers by students and library media specialists. For the 1987 report we wanted to increase the body of data on the use of technology in LMCs and we asked about the availability of an automated card catalog (or plans for the development of one), the use of cable TV or satellite transmission, and whether there was a telephone in the LMC.

The data is presented in a variety of charts in this article, offering readers several ways to compare their LMC expenditures, services, and programs with those reported in the survey.

To provide minimal access to information, LMCs must have these elements:

(1) qualified library media personnel;

(2) well-organized collections of multimedia resources including microcomputers and software and other electronic resources (as appropriate to the curriculum) and methods of information storage and retrieval:

(3) realistic budgets for the maintenance of library media collections and access to interlibrary loan and electronic retrieval systems.

Methodology

In mid-September of 1986, a questionnaire was mailed to 1,500 school library media centers in the 50 states, chosen by systematic random sampling from 33,000 school libraries that subscribed to *SLJ*. (Questionnaires were mailed only to subscribers with identifiable school addresses.) It is impossible to say how representative these LMCs are of all LMCs in the United States. Letters from colleagues who have replicated our studies in their own districts and states have supported our assumption that our data represents library media programs in the more affluent schools.[4]

The envelopes containing the questionnaires were stamped "Attention Librarian." Two subsequent mailings were sent out to non-respondents. By the end of December, the response rate had reached 58.9 percent with a final usable rate of 56.6 percent, slightly higher than the 55.1 percent rate for *SLJ's* 1985 report.

Each response was checked for accuracy, then coded and entered into the computer. Data analysis was done using the Statistical Analysis System (SAS), a packaged computer program. Measures of central tendency (means and medians) were produced for all of the budget items listed on the survey. For purposes of this study, both means and medians are reported, wherever appropriate, to give a more accurate description of the data. The means provides comparability with earlier studies which have used this measure; the medians indicate accurately the expenditures reported by most LMCs.

Although the mean (or average) is the descriptive statistic most commonly used in studies of this type, analysis of the data showed that much of it was positively skewed because a few respondents reported spending extremely large amounts for various kinds of library materials. With data distribution of this type, the few large scores make the mean a less-desirable measure of central tendency because those scores caused the mean itself to be unrealistically large. In instances where the data was skewed, simply to report the mean would be misleading. For example, three respondents reported spending over $6,000 on periodicals. When these responses were averaged in with the other responses, including the 25 percent who spent less than $525, the computed mean for periodicals was $1,371. The median of $946 is a much more accurate assessment of spending (again, the median is simply the middle score reported by the respondents). Here the median shows that half of the media specialists spent less than $946 a year on professional resources, and half spent more.

Funding Sources

As was stated in previous reports, it is almost impossible to account for all sources of funding for LMCs. As we have developed the questionnaire over a period of five years, we have tried to pinpoint as many sources of funding that we could in order to iso-

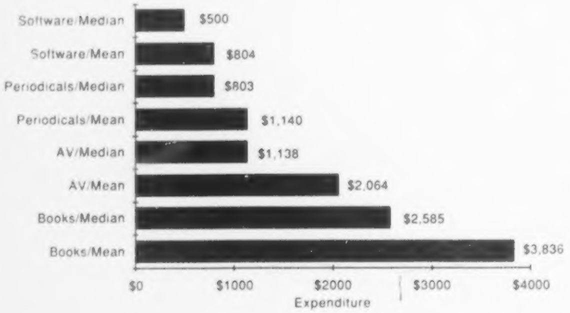


Table 1
Mean and Median Expenditures on Books, AV, Periodicals and Software (Local Funds Only)

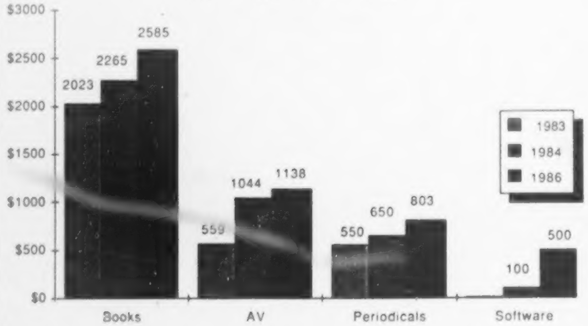


Table 2
A Comparison of Median Expenditures for Books, AV, Periodicals and Software 1983-1986 (Local Funds Only)

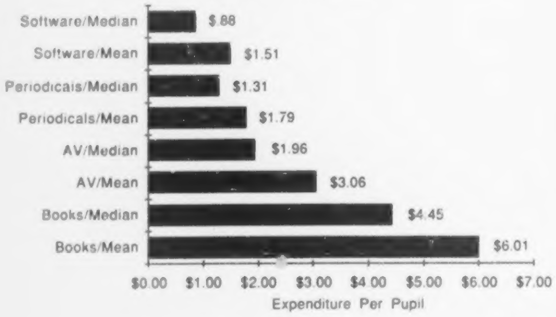


Table 3
Mean and Median Expenditures Per Pupil on Books, AV, Periodicals and Software (Local Funds Only)

late budgeted local appropriations for the support of media services. But we still recognize that there is no uniform way in which funds for LMCs are obtained and allocated for the purchase of materials and equipment.

Most library media specialists receive a specified amount from local sources for the purchase or rental of material resources and equipment. We define "local" as including that money allocated to schools by states and counties which fund all or part of local school expenditures. In some localities, additional funds come from other lines in the budget because of special needs and projects or as funds transferred from other curricular areas. Private schools rely heavily on gifts and fundraising, but more and more public schools are becoming involved in fundraising and are seeking gifts or grants. While federal monies categorically allocated for school library resources have disappeared, there are some federal funds from the Education Consolidation and Improvement Act of 1981 (ECIA), known as block grants. Some are allocated to LMCs for resources to support other kinds of federal programs.

Tables 1-4 summarize total (public and private school) expenditures of funds realized from local sources in fiscal year (FY) 1985-86 and provide some comparisons with the two previous studies. Table 1 reports mean and median amounts spent for resources from local funds per school. Table 2 shows a comparison of the median expenditures from all three *SLJ* reports.

Table 4

A Comparison of Median Expenditures Per Pupil
for Books, AV, Periodicals and Software
1983-1986 (Local Funds Only)

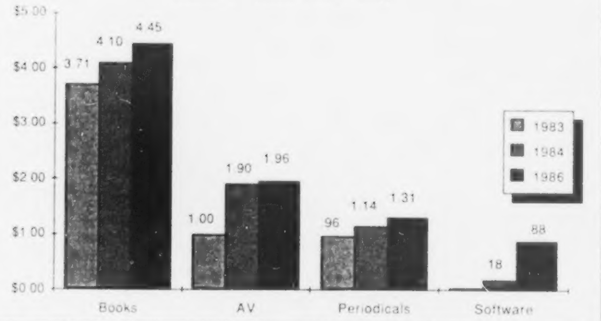


Table 5

Use of Federal Funds for Resources
(expenditures reported in specific catagories)

RESOURCES	Number of Responses	Mean Amount
Books	258	$1,884
Periodicals	24	498
Audiovisual Resources	225	1,964
Software	78	837
Online Services	2	2,000
Total Federal Funds	369	$2,735
Total Federal Funds per Pupil	355	4.51

Materials

Physical access to information in and through the LMC is partially determined by size of the media collection. In the fall of 1986, 10,000 volumes were available to students in the average school (mean enrollment: 587). In 1985-86, the average media specialist added 337 volumes to the collection and discarded 109 volumes. Also, approximately 35 microcomputer software titles were added to the LMC collection, which also included 1000 audiovisual items. Interestingly, the average school had 17 microcomputers available to students, while the average LMC had only one micro available.

Expenditures

In examining the expenditures for audiovisual materials, it is necessary to remember that in the first report we did not ask for expenditures for AV rentals and leasing or for equipment purchases and maintenance. Tables 3 and 4 show median per pupil expenditures for the following areas.

- **Books**

The average library media specialist spent $3.71 per pupil for books in 1982, $4.10 in 1984, and $4.45 in 1985—a modest 74-cent increase per pupil since 1982. However, in 1985 the average price for hardcover books, after eliminating all those

Table 6

Use of Federal Funds for Resources
by School Level
(only schools reporting use of federal funds)

	Elementary		Jr. High/Middle		Senior High		Other	
	median	mean	median	mean	median	mean	median	mean
Total Federal Funds	$1,258	$1,648	$2,217	$3,061	$3,125	$3,936	$2,055	$2,397
Average Federal Funds per Pupil	2.63	3.50	3.09	5.01	4.16	5.14	4.21	4.74

Table 7
Distribution of Respondents by School Level

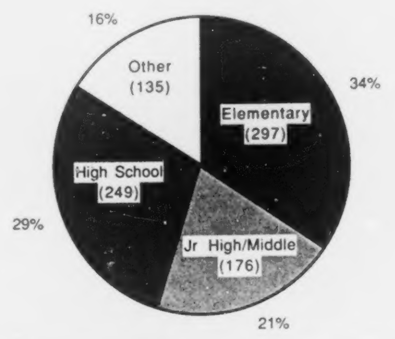


Table 8
Distribution of Respondents by Census Region

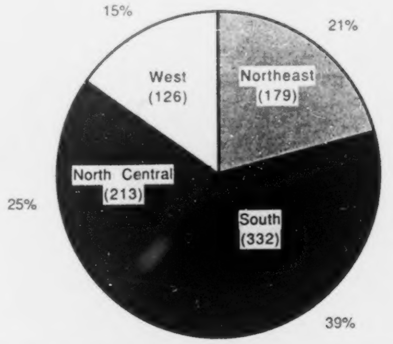
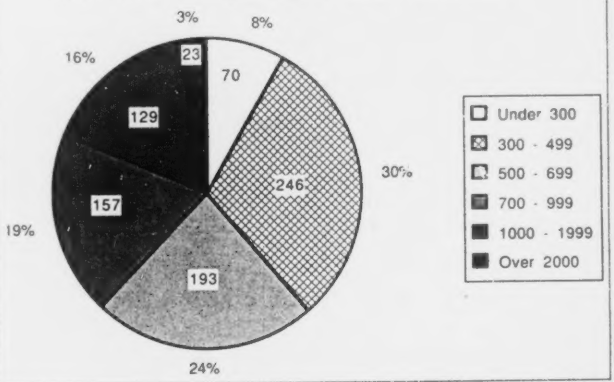


Table 9
Distribution of Respondents by School Enrollment



priced at $81.00 or more, showed a 7.7 percent increase above 1984 prices. In 1977, the media specialist who purchased an adult novel for the junior or senior high school saw an average list price of $10.09. In 1982, she saw a price of $13.57; $14.41 in 1983; $14.49 in 1984, and $15.24 in 1985. In 1986 she likely found a list price of $16.95—a whopping increase of more than 10 percent. Those media specialists who bought trade books in history found them to average about $10.00 more than the novels.[3] Obviously, the price of books has been increasing at a more rapid rate than the LMC's budget for book purchases.

• Federal Funds

Tables 5 and 6 report the use of federal funds. The 1983 *SLJ* report described expenditures from 422 schools. This year, the numbers reporting the availability of some federal monies decreased by 53, down to 369. Mean per pupil expenditure was $4.07 in the 1983 survey and $4.51 in the current survey. The bulk of federal fund being spent on books and AV resources, but two schools reported using these to cover expenses of online services at an average cost of $2,000 per school (see Table 5). Table 6 shows the use of federal funds by level of school for those reporting the availability of such funds.

• Collection Size

The average elementary collection size remains about 8,000 per school, although the per pupil volume count is up about two books. Tables 10-14 provide details about the size of both print and AV collections, maintenance costs, and expenditures organized by level of school, geographic region, and size of enrollment. The large categorical breakdown in each table reports local funding only, but TME (Total Mean Expenditures) from all sources: local, federal, and gift are provided at the bottom of each table.

• Mean Expenditures

TME from all funding sources is also shown on Tables 10-12, but for comparison purposes with these tables, it should be noted that $15.00 was the mean expenditure per pupil for LMC operation, excluding salaries, but including local, federal, and gift monies spent on resources, equipment and maintenance, supplies, rentals, and online services. The median expenditure was $12.00. The total mean amount spent per school was $9,851 while the median amount spent per school was $7,569.

Junior high school media specialists appear to have spent slightly more money for books than reported in the previous two studies and have raised their per pupil book expenditures to $4.81 per pupil over the $3.91 expended in 1983-84. By and large, elementary collections have remained the same over the five-year period covered by the three *SLJ* reports.

• Micro Software

For the first time we are reporting amounts spent per pupil for microcomputer software. This report shows that those expenditures ranged from one cent per pupil in the elementary and senior high schools to five cents per pupil in the junior high school. Schools in the North Central Region (Table 11) spent the most per pupil on software by spending ten cents per pupil. Media specialists in the Northeast spent two cents per pupil while those in the South and West spent four and three cents respectively. The smallest schools (Table 12) spent the most on software with 17 cents spent per pupil. This small amount declines to the one cent expended in schools of 1,000-1,999 and to a zero median (.01 mean) in schools of 2,000 and more.

- **Online Services**

Funds spent on a per school basis for online bibliographic services (Table 13) reveal the growing interest in teaching students and faculty how to do online searching. Funds in this category have increased except in the Northeast, which spent $23.06 per school in 1983-84, and $18.00 in 1985-86. Schools in the South spent $14.00 per school in 1985-86, and $2.32 in 1983-84. In comparison, schools in the North Central region spent $19.00 per school in 1985-86, and $1.97 in 1983-84. Schools in the West spent $16.00 per school in 1985-86, and $2.23 per school two years ago. Even though the figures for online bibliographic services appear low, most schools still report that nothing at all was spent in this category.

Regional Differences

Although expenditures were fairly constant over the two-year period since the 1985 report, junior high schools in the 700-999 enrollment range declined in their funds available for books from $10,824 per school in

Table 10

Collection Size & Expenditures
in LMCs by School Level

COLLECTIONS	Elementary		Junior High		Senior High		Other	
	Median	Mean	Median	Mean	Median	Mean	Median	Mean
Size of Book Collections	8,000	8,484	10,329	10,861	12,557	14,521	10,000	10,828
Volumes Added in '85-'86	261	328	400	524	444	573	300	369
No. Books per Pupil	19	17	15	18	15	17	17	21
Volumes Discarded '85-'86	82	214	144	273	180	301	111	205
Size of AV Collection	1,080	1,533	885	1,562	1,000	2,103	800	1,486
No. of AV Added '85-'86	25	53	25	64	24	55	21	62
No. of AV Items per Pupil	2.4	3.3	1.5	2.4	1.1	2.7	1.4	3
AV Materials Discarded '85-'86	3	21	3	19	2	24	2	35
EXPENDITURES								
Amount Spent for Books	$1,715	$2,323	$3,296	$4,096	$3,948	$5,859	$2,525	$3,163
Amount Spent per Pupil for Books	3.65	4.65	4.81	6.25	5.41	7.61	4.21	5.74
Amount Spent for Periodicals	400	504	974	1,120	1,700	1,976	702	914
Amount Spent per Pupil for Periodicals	.87	1.04	1.47	1.84	2.04	2.55	1.27	1.69
Amount Spent for AV Materials	1,000	1,440	1,300	1,807	1,500	3,199	918	1,443
Amount Spent per Pupil for AV Materials	2.07	3.05	1.98	2.96	1.75	3.31	1.71	2.42
Amount Spent per Pupil on Comp. Software	.01	.17	.05	.13	.01	.06	.05	.14
Total Materials Expenditures (TME) from All Sources	5,415	6,209	8,323	9,907	12,499	15,244	6,072	8,051
TME per Pupil	10.37	13.11	12.80	16.00	13.71	18.20	11.72	14.65

Table 11

Collection Size & Expenditures
in LMCs by Region

COLLECTIONS	Northeast		South		North Central		West	
	Median	Mean	Median	Mean	Median	Mean	Median	Mean
Size of Book Collections	10,500	12,234	9,560	10,640	10,000	10,863	9,300	11,054
Volumes Added in '85-'86	351	476	345	455	433	321	327	418
No. Books per Pupil	19	20	14	16	19	21	15	16
Volumes Discarded '85-'86	100	230	135	279	100	221	150	270
Size of AV Collection	1,098	1,975	1,162	1,812	867	1,614	660	1,197
No. of AV Added '85-'86	54	25	40	72	20	52	11	32
No. of AV Items per Pupil	2	3	2	3	2	3	1	2
AV Materials Discarded '85-'86	4	19	3	33	2	25	0	11
EXPENDITURES								
Amount Spent for Books	$3,203	$5,380	$2,500	$3,683	$2,500	$3,222	$2,500	$3,245
Amount Spent per Pupil for Books	5.73	7.68	3.87	5.33	5.07	6.36	4.13	5.14
Amount Spent for Periodicals	900	1,369	693	957	935	1,253	820	1,100
Amount Spent per Pupil for Periodicals	1.60	2.04	.96	1.36	1.78	2.35	1.14	1.62
Amount Spent for AV Materials	1,355	2,431	1,050	1,963	1,250	2,136	1,119	1,693
Amount Spent per Pupil for AV Materials	2.37	3.92	1.65	2.56	2.34	3.44	1.94	2.48
Amount Spent per Pupil on Comp. Software	.02	.13	.04	.09	.10	.18	.03	.12
Total Materials Expenditures (TME) from All Sources	8,189	11,357	8,078	10,162	6,903	9,255	7,475	8,918
TME per Pupil	13.00	17.33	11.27	14.60	13.49	16.81	11.67	13.48

Table 12

Collection Size & Expenditures in LMCs by School Enrollment

COLLECTIONS	Under 300 Students		300-499 Students		500-699 Students		700-999 Students		1000-1999 Students		2000-and up Students	
	Median	Mean	Median	Mean	Median	Mean	Median	Mean	Median	Mean	Median	Mean
Size of Book Collection	6,785	6,680	8,000	8,486	10,000	10,014	10,670	11,717	15,000	16,898	23,000	24,063
Volumes added '85-'86	250	275	150	328	300	396	379	468	525	700	843	980
Number of Books per Pupil	28	33	20	22	17	17	13	14	12	13	9	10
Volumes Discarded '85-'86	54	148	89	198	125	271	272	130	200	280	331	703
Size of AV Collection	409	684	888	1,319	1,000	1,711	1,000	1,593	1,536	2,685	2,150	4,754
Number of AV Added '85-'86	12	40	20	45	25	63	27	49	38	94	42	51
Number of AV Items per Pupil	2	3	2	3	1	3	1	2	1	2	1	2
AV Materials Discarded '85-'86	0	6	3	28	3	22	2	16	5	38	6	39
EXPENDITURES												
Amount Spent for Books	$1,390	$2,104	$1,888	$2,682	$2,500	$2,929	$3,258	$5,007	$4,725	$6,012	$12,713	$12,350
Amount Spent per Pupil for Books	6.77	9.85	4.84	6.71	4.16	4.94	4.07	6.05	3.86	4.53	4.57	5.20
Amount Spent for Periodicals	501	712	522	728	762	962	972	1,201	1,670	1,937	2,441	2,844
Amount Spent per Pupil for Periodicals	2.83	3.62	1.40	1.86	1.29	1.63	1.12	1.46	1.18	1.46	1.04	1.15
Amount Spent for AV Materials	357	799	1,000	1,413	1,050	1,714	1,580	2,286	1,930	3,457	3,700	6,191
Amount Spent per Pupil for AV Materials	2.09	3.83	2.54	3.53	1.82	2.87	1.92	2.74	1.59	2.59	1.63	2.34
Amount Spent per Pupil for Comp. Software	.17	.25	.11	.20	.06	.10	.03	.09	.01	.03	0	.01
Total Materials Expenditures (TME) from All Sources	4,360	5,294	5,891	6,789	6,791	8,377	9,111	11,529	13,658	16,553	21,195	23,026
TME per Pupil	19.56	25.46	14.98	17.18	11.79	14.07	11.32	13.90	10.51	12.47	8.65	8.88

1983-84 to $10,670 in 1985-86. While a price differential is expected at the various school levels due to the cost of materials and fluctuations in enrollments, students who attend school in the South and the West have LMCs in which less money is spent per pupil for books and periodicals. Southern schools continue to spend more per pupil for AV materials than do schools in other regions.

Although not all media specialists can account for expenditures by specific categories, the data from those who can are summarized in Table 13, which describes local expenditures by region. In comparing the present data with that supplied in the last report, it is apparent that there has been a shift in the types of media that are being purchased. As was noted, expenditures have risen for hardcover books, periodicals, and AV materials. In the past two years, media specialists have chosen to spend more on reinforced paperbacks and less on softcover paperbacks and on rented AV materials and AV supplies. The only exception to this is shown in the data from the schools in the North Central region, which averaged about $100 less than other geographic areas in expenditures for hardcover books, and slightly less in other categories. Perhaps this reflects the economic problems being experienced in the North Central region.

Table 14 provides a graphic look at the stark reality of the inequities in school library resources available to young people in the United States. Using only high schools organized by mean average enrollment, we arranged the data to show the following:

(1) Total local expenditures per school and per pupil for all print and AV resources, including softcover and reinforced paperbacks, professional books, all periodicals, AV rentals, equipment purchase, leasing, and maintenance, supplies, software, and online services.

(2) Separate amounts were expended on book and AV resources, including maintenance, supplies, rentals, and leasing.

(3) The size of book collection as reported by respondents. To demonstrate reality more dramatically, the highest and lowest figures are reported in each category.

The crucial figures are the per pupil expenditures which reveal that as schools get larger, less local monies are allocated per pupil to support the wide varieties of resources and information sources. The range in expenditures reported at each school size is also quite revealing. Note the range of $2.45-$153.71 per pupil total expenditures in schools serving 700-999 students and the range of $2.13-$82.96 in the school serving 1000-1999 students.

Table 13

Average LMC Expenditures for Materials by Region
(local funds and those reported categorically only)

MATERIALS	Northeast	South	N. Central	West
Hard Cover Books	$4,753	$3,264	$2,702	$2,955
Paperbacks	237	71	170	157
Reinforced Paperbacks	184	83	170	160
Professional Books	102	91	71	48
Periodicals/General Use	1,090	727	1,018	947
Periodicals/Professional	176	115	128	135
AV Materials (Video Tape and Disc)	195	124	153	160
Purchased AV Materials	1,187	942	881	620
Rented AV Materials	419	106	334	285
AV Equipment	1,188	927	943	1,032
AV Equipment Maintenance	441	163	370	187
AV Supplies	380	289	413	436
Micro Software	374	249	425	362
Online Bibliographic	18	14	19	16

Salaries

The average media specialist earned $25,000 in the 1985-86 school year, an increase of $4,000 over the 1985 report which covered the school year 1983-84.

As was true for the past five years, the majority of LMC specialists meet

Table 14

Total Budget and Total Book and AV Budget and Size of Book Collection by Size of High School

EXPENDITURES	Under 200 Students	300-499 Students	500-699 Students	700-999 Students	1000-1999 Students	2000 and up Students
Total Budget (Median)						
per School	$4,355	$9.050	$6,969	$10,215	$12,889	$18,955
per Student	23.59	21.63	11.76	11.72	8.71	7.81
Total Budget Range						
per School	480-23125	1419-22900	2345-20995	1880-119894	3599-111996	3230-72798
per Pupil	5.80-88.94	4.29-65.60	3.91-36.96	2.45-153.71	2.13-82.96	1.57-20.50
Book Budget (Median)						
per School	2,000	3,900	3,052.50	3,696	5,772	12,856.50
per Pupil	9.95	10.01	5.03	4.95	4.65	5.26
Book Budget Range						
per School	1340-14600	197-10000	825-10000	310-76669	957-25000	5088-28125
per Pupil	6.34-56.15	.42-24.66	1.58-15.38	.35-98.29	.62-17.24	2.31-7.14
AV Budget (Median)						
per School	356.50	1,175	900	1,911	1,950	3,716.50
per Pupil	2.25	2.96	1.71	2.47	1.59	1.65
AV Budget Range						
per School	120-2000	18-6500	60-6924	130-21600	79-40000	100-34100
per Pupil	.60-12.99	.04-18.62	.13-12.19	.18-22.59	.05-29.63	.04-12.54
COLLECTION						
Size of Book Collection (Median)	5,739	8,000	9,601	12,000	16,800	23,800
Size of Book Collection Range	3000-9000	1200-40000	4131-15000	702-30000	9000-40000	13400-55000

Table 15

School Library Media Specialists Experience, Salary & Supporting Staff

	Elementary		Junior High		Senior High		Other	
	median	mean	median	mean	median	mean	median	mean
No. Media Specialists in School	1	1	1	1	1	1	1	1
Years Experience K-12 Education	14	14	15	15	15	14	14	13
Years Experience Media Experience	11	11	12	12	13	12	12	12
Salary of Head Media Specialist	$24,000	$23,964	$26,000	$26,883	$26,000	$26,116	$23,000	$22,929
Support Staff/Paid Clerks	1	.66	1	.88	1	1	1	9
Student Assistants	0	8	8	11	6	8	3	7
Adult Volunteers	1	3	0	1.7	0	8	0	2

Table 16

LMCs and Technology

	Number Reporting	Percent
Inservice Education on Use of Micros	665	78
Teaches Micro Literacy Skills	132	16
Involved in Micro Software Selection	403	48
Purchases Micro Software from Regular Budget	370	45
Add. Funds for Micro Software	206	25
Telephone Available in Library	439	52
LMC Uses Cable TV/Satellite Transmission	436	52
Availability of Automated Card Catalog	47	6
Plans to Develop Automated Card Catalog	196	27

the certification requirements of the states in which they work. In the two years since the last report, the average media specialist's salary has increased by $4,000. The elementary specialist had the smallest increase: from $21,000 to the $24,000 reported in 1986. The junior high specialist moved from $22,054 to $26,000, while the senior high professionals had the largest increase, from $21,000 in 1985 to $26,000.

The five lowest salaries reported ranged from $1,800 to $6,500; the five highest ranged from $49,000 to $51,800. (Current salaries are found in Table 15.)

The number of years experience in education and in library media have remained stable with the average years of library experience at all school levels showing slightly less than 14 years of experience. In all instances, the number of years experience in education is two to three additional years.

Staffing

Eighty-two percent (down three percent from 1983) of the LMCs in the United States are administered by certified school library media specialists, 76 percent of whom hold a graduate degree in library science and/or educational media. In the past two years, 78 percent of the media specialists who responded to the survey have taken some sort of inservice course or workshop on the subject of microcomputers.

As was reported in the two earlier studies, the majority of library media specialists are female. Thirty-eight percent of the head media specialists have less than ten years experience in the school media profession, while 18 percent have 20 and more years of experience. The availability of support staff in the LMC has changed little. The average LMC is served by a full-time aide and only one student assistant, but no volunteer adults.

Staffing patterns show no significant change over the previous reports. Although most LMCs have clerks, 45 percent of the LMCs reported having no paid support staff (down three percent from 1983-84). Only elementary schools are likely to have adult volunteers, and 33 percent of the media specialists report using no student volunteers. Twenty-one percent reported using from 1-5 student assistants.

In developing policy for the LMC, 27 percent of the library media specialists use advisory committees (up 2 percent since 1985); 53 percent said that they work under the direction of district media coordinators (up 3 percent from 1985).

Electronic Technology

School librarians have led other practitioners in pioneering the audiovisual aspect of library development. But in the race to use electronic technology, LMCs have not been significant achievers. This report, however, does show some interesting trends in several areas. One of the most startling facts to arise from the data is that 48 percent of the LMCs do not have telephones (Table 16), that most-basic of all communications technology. With CD-ROMs causing reevaluation of our use of online services, the telephone might not be as crucial to data base searching, but any hope of being involved in resource sharing, inter- and intra-library cooperation, and communication with parents about a student's information needs certainly is doomed to failure. Media specialists cannot fully and intelligently meet the information needs of teachers and students without access to a telephone.

It is evident LMC specialists are finally accepting the inevitability and the potential of the microcomputer. Two years ago we could report only mean figures for micros in LMCs organized by school level: 1.16 per school at the elementary level; 1.34 per junior high school; and 1.10 per school at the senior high level. This year we can report a median availability of one per school. (The mean figures were 2.12 per elementary; 2.93 per junior high; 2.46 per senior high.) The highest numbers of micros reported in LMCs at each school level were 30 at the high school level, 26 at the junior high, and 18 at the elementary level.

Table 18, which compares media specialists' use of the microcomputer in 1984 and 1986, shows substantial increases in the use of the micro as a management and administrative tool for the media specialist. Using the micro for overdue notices was a frequent use in the earlier studies, but media specialists have obviously discovered its potential for circulation, cataloging, and inventory. Several also reported the use of spreadsheet programs for budgeting.

District Coordination

Once again, we analyzed the data to compare certain variables between schools which are supervised by a district media coordinator and those which are not. Table 19 provides the data for collections and expenditures, and Table 20 shows the data for administrative and service variables. Again, we found rather puzzling data. Total media expenditures and media expenditures per pupil are high in school systems that do not employ district media coordinators. Books per pupil are slightly less while audiovisual collections are substantially higher, and more materials are likely to be discarded when there is supervision. Media specialists in districts with supervision earn $2,000 more than in the unsupervised districts.

When one compares administra-

Table 17

Uses of Microcomputers in School Library Media Centers

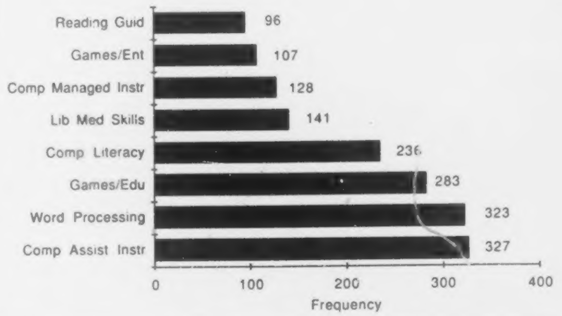
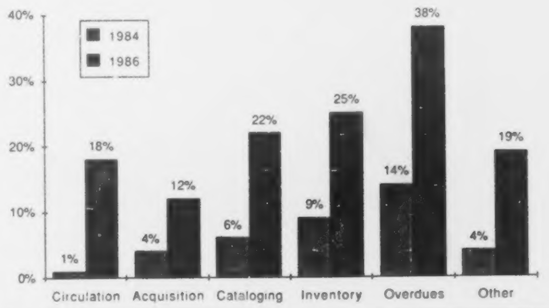


Table 18

Percentage of Respondents Using Microcomputers for LMC Management



tion and services between the two, it is obvious that there are significant differences. Media specialists in districts with supervisors are more likely to use media advisory committees, have selection policies, be involved in the selection of software, teach computer literacy skills, have access to cable/satellite transmission, and to be involved in planning for an automated card catalog. Although the difference is less pronounced between the two groups, those LMCs with supervisors are also more likely to have supplemental funds for the purchase of software, have additional funds for online searching, and have a telephone in the LMC.

For this report we asked respondents to note how much time they spent in each week doing formal and informal planning with teachers. The responses shown in Table 19 reveal that very little planning time takes place in the schools surveyed whether done formally or informally. This subject will be pursued and reported in the next study.

Table 19

Comparison of Schools With & Without District Level Media Coordinators
Collection, Expenditure and Planning Time

	With N=444		Without N=400	
	Median	Mean	Median	Mean
Enrollment	611	705	550	655
Total Materials Expenditure ($)	7,520	9,716	7,890	10,190
Total Materials Expenditure per Pupil ($)	10.99	13.67	13.62	17.03
Size of Book Collection	10,000	11,534	9,700	10,579
Number of Books per Pupil	15	17	16	19
Volumes Added '85-'86	347	477	322	416
Volumes Discarded '85-'86	150	308	100	185
Size of AV Collection	1,182	1,960	823	1,414
Number of AV Items per Pupil	2	3	1	3
Number of AV Added '85-'86	30	64	20	56
AV Materials Discarded '85-'86	4	32	1	17
Micro Software per Pupil ($)	.05	.12	.04	.14
Media Specialist Salary ($)	26,000	26,239	24,000	23,827
Clerical Assistance	1	1	1	.75
Adult Volunteers	0	2	0	2
Wkly Time of Formal Planning w/ Teachers (hrs.)	1	2	1	1.6
Wkly Time of Informal Planning w/ Teachers (hrs.)	2	3.6	2	3

Table 20

Comparison of Schools with and without District Level Media Coordinators
Administration and Services

SERVICES	Percent with District Coordinator	Percent without District Coordinator
Use of Library Media Advisory Committee	35	17
Availability of Selection Policy	87	68
Software in Budget	48	41
Supplementary Funding for Software	26	24
Funds for Online Searching	6	4
Involved in Selection of Software	56	41
Teach Micro Literacy Skills	18	14
Telephones in LMCs	53	50
LMC Cable/Satellite Transmission	55	48
Automated Card Catalog	6	5
Plans for Automated Catalog	29	25

Conclusion

If the respondents to this survey represent a corps of leading-edge media specialists, the movement towards the use of electronic communication is becoming apparent. Very few reported the availability of an automated card catalog, however 27 percent of the 196 media specialists who noted future plans for the development of an automated catalog indicated that they are involved in the making of such plans. This is wise planning, for as a colleague in a neighboring state noted: "Public and academic libraries are moving to online catalogs so fast that in the near future if you want to see a traditional card catalog you will have to visit a school library." School library media specialists have a responsibility to prepare students for the use of other types of bibliographic retrieval systems as well as using them for their own purposes.

If this study is reflective of the nation at large, schools in this country are not investing enough money in their LMCs to keep current information coming into the school at a rate necessary for an up-to-date curriculum and for modern equipment, maintenance, and supplies in sufficient quantity to meet the expanding needs of students and teachers. If one looks at the per pupil book budget, it becomes dramatically apparent that high schools are unable to buy one book per student per year. Faced with that fact, one has to conclude that, by and large, current LMC collections cannot sustain a resource-based curriculum or one that meets all the needs of individual students. ☐

References

1. U.S. Office of Education. *Public School Library Statistics, 1962-63*. U.S. Office of Education, 1963.
2. Osso, Nicholas. *Statistics of Public School Library Media Centers, 1974*. U.S. Department of Health, Education and Welfare, 1977.
3. National Center for Education Statistics. *Statistics of Public School Libraries/Media Centers, 1978*. Department of Education, 1981.
4. Mary Miner, "Staffing Patterns and Expenditures for Resources in Selected School Library Media Centers in Upstate New York in 1983-84," Master's thesis, State University of New York at Albany School of Library Science, 1986.
5. Chandler B. Grannis, "U.S. Book Title Output and Average Prices, 1983-85," *Publishers Weekly*, 3 Oct., 1986, pp. 91-92.

Senator PELL. Mr. Long?

Mr. LONG. Thank you, Mr. Chairman, for allowing me the opportunity to substitute for Dr. John Manning, Professor of Education, University of Minnesota.

Dr. Manning cannot be here today because of certain airline problems. He had three flights cancelled, lost his luggage somewhere in the North American continent, and has a pair of Bermuda shorts to his name at the moment. [Laughter.]

Senator PELL. Which airline was he on?

Mr. LONG. It starts with a "C".

Senator PELL. Not with a "D"?

Mr. LONG. No. If he were on the "D" he perhaps would be in a different airport right now.

Mr. Chairman, the International Reading Association is comprised of well over 250,000 reading teachers, classroom teachers, psychologists and counselors interested in literacy, literacy education, and reading generally. We are highly enthusiastic about the targeting provisions outlined in S. 627, the Targeted Assistance Act.

We see that illiteracy in this country is a growing problem. While there has been much attention placed on illiteracy in this country, we have seen reaction by the Congress that there have been well over 54 bills introduced to this Congress on literacy and illiteracy, and very few of them have actually been drafted with the care and the targeting needed as outlined in S. 627.

We see in S. 627 the ability of classroom teachers and reaching specialists and counselors to work together to offer a much more meaningful, skill-based, reading education at the secondary level and at the junior high school level, if I may add.

This targeting procedure will allow for teachers to work together in the classrooms and in the schools to reach out to students who are frequently both at risk of dropping out and of facing the inability to learn how to read well enough to participate in and benefit from our society.

The type of program that this reauthorization could allow would be for teachers to meet together, redraft their curricula, both in the reading, writing and mathematics area, to go across all curricular lines. We see this as critical.

Not only do I work for the International Reading Association, but I work at a reading clinic where we are able to cut across all lines of discipline, to reach out to early adolescents, teenagers, and young adults to teach them how to read better.

It is not good enough in our society to read to the fourth, fifth or sixth grade level anymore. In many countries of the world, they consider that being literate. In our country, quite frankly, we need to have people reading at the twelfth grade and beyond level. This type of program can make a national impact. It needs to be coordinated and targeted in the way that you have outlined, the key provisions being that it does not require one discipline to work but rather, professionals and disciplines to work together.

I would like to thank you for this opportunity to speak before you and await any of your questions.

Senator PELL. I appreciate your thoughts very much indeed.

[The prepared statement of Dr. Manning follows:]

The testimony of

John Manning, Ph.D.

on behalf of the

INTERNATIONAL READING ASSOCIATION

before the

Subcommittee on

EDUCATION, ARTS AND THE HUMANITIES

chaired by

the Honorable

Senator Claiborne Pell

on the reauthorization of

Chapter 2, ECIA

July 16, 1987

Mr. Chairman and members of the Senate Subcommittee on Education, Arts and the Humanities, I am John Manning, Professor of Education at the University of Minnesota. I am here today representing the 250,000 members and affiliate members of the International Reading Association of which I am a past president. Currently I am the Chief Executive Officer of the International Reading Foundation. Both the IRA and its Foundation are dedicated to improving reading and literacy, both in this country and around the world.

It is especially appropriate that you are holding these hearings during the bicentennial of our Constitution. This document forcefully declares that one of the purposes of our union is to "promote the common welfare." Literacy is part of that welfare. Twenty-two years ago when the Congress enacted the "War on Poverty" the keystone to the elementary and secondary education program was literacy. The Elementary and Secondary Education Act of 1965 was passed to promote reading, writing and thinking as skills critical to our nation. Titles directed at providing support for direct services, support services, capacity development and demonstration of effective educational projects were funded by the federal government under this authority. Unfortunately, twenty-two years later the most significant program, Chapter 1 is still only serving less than half of the children that need these services. Six years ago this program was threatened with massive budget cuts, and even with the support of Congress, more children were being served previously than are being served today. Mr. Chairman, I contend we have regressed.

As the Senate works to reauthorize Chapter 1 and Chapter 2, the following set of issues needs to be addressed so that an integrated program can be developed.

1. More children are living in poverty than during the previous decade.
2. Children who live in poverty usually attend schools that are substandard.
3. In many areas, 50% of the students drop out of high school, most without the basic literacy skills to function at even a minimal level in our society.
4. Illiteracy is rarely a single generational phenomena.
5. The skill level required to be considered functionally literate in our nation is continuing to rise, while the number of people proportionate to the population who have reached this level does not seem to be increasing.

6. Parental participation in the education of their own children enhances the educational success of their children.
7. School-wide programs seem to be the most effective intervention methods.
8. Home language diversity will continue to be a part of our nation's tapestry and should be a factor in the development of new and ongoing literacy projects.

Mr. Chairman the goals and objectives of S. 627 the "Targeted Educational Assistance Act," are directly in line with the problems of our nation's schools. S. 627 would provide support to schools for the development of effective interventions both at a program level and across an entire school. Effective intervention programs need to be developed that teach more students how to read, write and compute better so that they may benefit from staying in school and have the opportunity to seek further training and/or further education. This brings me to the problem of dropouts.

Individuals drop out of schools for many reasons. One of these reasons is that some dropouts can not read. This inability to read by the time a student reaches middle school isolates a student from actively participating in the learning process. The individual becomes bored and loses interest in school. He carries the secret shame of illiteracy and starts to build psychological barriers between himself and his teachers and the rest of "the system". A syndrome starts wherein the illiterate individual retreats into a shell -- a shell that prevents him from learning and prevents "the system" from diagnosing his problem and rendering assistance. This is one of the reasons why I am fully supportive of counseling as part of a complete literacy program. S. 627 addresses this problem and recognizes that a good approach to literacy includes the traditional reading, writing and mathematics instruction, but also consists of counseling, school-wide programs, and alternative education programs.

Basic skills programs can be developed in schools with "at-risk" youths to fulfill the social contract between the student and the school and encourage the student to learn. Too many schools are still without the specialized services of reading professionals, counselors, and others to meet the needs of youths who require more attention. Merely providing a youth who has not learned to read with a seat in a classroom is not enough. Our nation requires individuals who possess a higher level of literacy skills -- a level that continues to increase as the level of technology increases. We need to raise this level by making literacy a priority.

Targeting Chapter 2 on a specific set of issues can make a difference in the ability of school-based professionals to formulate effective programs. These programs might include:

1. small group instruction,
2. alternative programs,
3. career specific educational projects,
4. school-wide literacy programs that emphasize improved reading, writing, and computing across all curriculums, and
5. outreach activities that use teams of teachers, counselors, and other professionals to work with students, their parents, and the community.

Chapter 2 should not be viewed as a "stand alone program," and its goals and objectives need to be coordinated with Chapter 1. In a survey conducted by the IRA and the National Association of State Coordinators of ECIA Chapter 1 in 1984, twenty-three state coordinators indicated that for the two previous years almost all counseling, health services, summer programs, Saturday programs, and pre-Kindergarten programs had been cancelled. Even programs that are at the core of Chapter 1, reading and mathematics classes, were found to have been time-on-task reduced. Children who had been served were no longer being served. However, even with these cuts Chapter 1 continues to be effective.

The recent National Assessment of Educational Progress (NAEP) report, The Report Card (1985) presented data which indicates that the gap between historically under served children in the third grade is narrowing. The Report Card also indicates that ir the seventh grade progress is being maintained, but that for seventeen-year-old students progress is not as great.

Significantly, Chapter 1 is an elementary school program.

In the recent Chapter 1 report for the Congress by the Office of Educational Research and Improvement (OERI) it was found that Chapter 1 students are performing better on standardized tests when compared with students who are Chapter 1 eligible but who are not being served. The report also found that many disadvantaged students who are receiving Chapter 1 services are improving, but there are still gaps between their achievement scores and the scores of non-disadvantaged students. The disparity, the authors of the report suggest, is that Chapter 1 is a supplementary service program and cannot in and of itself make up for other weaknesses in the student's learning environment.

We suggest that there are ways that Congress can improve Chapter 1. Among these suggestions are:

1. Improve the level of coordination between the regular school program and Chapter 1. The issue should not be whether the Chapter 1 teacher "pulls" bus duty; but rather that the Chapter 1 teacher and the regular school teacher have time to work together and discuss student needs on a regular basis.

Chapter 1 teachers, regular classroom teachers, and parents have reported that in some classrooms students are being taught how to read using one method in the supplementary program and a totally different method in the regular classroom. It is also reported that different textbooks are being used and that the result is confusion. IRA is concerned that the child who is least able to cope with the written word is being confronted with a confusing array of information and differing methodology due to the lack of coordination between the supplementary program and the regular school program. It takes time to coordinate. Our recommendation is that a specific amount of time be set aside in the local school's Chapter 1 application as to when the professionals will meet.

2. Improve the quality of instruction. Frequently, Chapter 1 instructors are para professionals providing the students with workbooks to fill in the missing item. While drill and practice is a part of teaching, it is not instruction and should not be substituted for instruction. Instruction requires a wide range of experience and flexibility.

In Becoming a Nation of Readers (1985) it was found that many of the students most in need of supplementary services required the help of professional teachers. The budget reductions of the past several years, and the desire to retain as many children in the program as possible, has resulted in the increased use of para-professionals as instructional personnel. Unfortunately, it was found that many of the para-professionals do not have enough experience or education to go beyond the drill and practice stage which is relatively ineffective. The impact of this may be that those children most in need of continually revised reading programs are being subjected to mechanical, rigid, and uninspiring worksheets and are not getting the professional help that they need. They will not greatly improve without the direct involvement of professionals. Para-professionals may continue to be used, but more attention needs to be paid to their training.

3. Improve the level of participation of parents in Chapter 1.

Most teachers are seeking ways to improve the cooperation and communication between themselves and the school. Chapter 1 is a critical vehicle to improving parent participation. However, over the years this element of the program has shifted from instruction to politics. Some see parent participation as an economic decision-making model, while others see it as a political model. We see it as instruction. This means that all programs should have an outreach component in their Chapter 1 program. Holding meetings and issuing newsletters are helpful means to establish the flow of information, but more active steps should be included in each Chapter 1 plan submitted to the state for approval. The Congress itself has the opportunity to speak directly to the parent issue by supporting the EVEN START ACT. EVEN START provides a multigenerational attack on illiteracy.

Another idea for incorporating parents into the instructional program of their child is to provide for parent meetings with th teachers when the program does not seem to be yielding results for the child in question.

4. Build into the Chapter 1 program a secondary school program. Less then 1% of the Chapter 1 programs are secondary school oriented, and within those programs the gain scores of the students are usually the worst of any grade level served.

Secondary school programs need to be re-initiated as part of Chapter 1. Students being served within the few current Chapter 1 programs have the lowest growth rates in reading. More students need to participate in such programs. Working within the parameters of S. 627, Chapter 1 secondary school programs can be improved.

Mr. Chairman and members of the committee, literacy is one key to insuring our nation's future. Improving on the work of Chapter 1 and Chapter 2 by targeting our nation's resources on the goal of improving literacy is good government policy. This policy should include:

* flexible programs developed at the local level,
* an emphasis on areas of national need, and
* a commitment to improve the coordination of all services being delivered to children most in need.

We support the improved targeting of S. 627 and hope that this Committee will continue to build a new elementary and secondary education agenda that enhances literacy instruction in our nation.

Senator PELL. Ms. Hamant?

Ms. HAMANT. Thank you very much, Senator Pell.

It is my privilege to be here to present testimony with regard to the needs of gifted and talented students of the Nation.

The Chapter 2 legislation and the retargeting or authorization for gifted students is very, very important. And as my colleagues have said, my written testimony is before you and I would like to vary from that testimony to share some personal kinds of knowledge of which I have heard from across the Nation, while attending various conferences, with regard to the need of gifted and talented students.

I want to share with you that the initial federal funding thrust that I am aware of in the Seventies created in each State educational opportunities for gifted and talented students that were not available previously. The initial Federal funds provided opportunities for training at the SEA level. Most State leaders in the State departments of education were trained with those initial monies.

Also, in universities—the training centers for educators—many professors received their first interest, their first training, their first opportunities through those original federal funds.

Those funds are not continuing to flow through. Chapter 2 has provided direct buildup money, seed money. And in our State—and I am from the State of Ohio—Chapter 2 funds have been used initially to begin and to develop programs for gifted and talented. That is a real strength of using Chapter 2 program funds.

One weakness of the program funds is that the funds are not continually available or have not been continually used to support the gifted and talented programs which have been initiated. We need continuous thrust which provides consistency of opportunity for gifted and talented students.

The programs that are available now, nationwide, tend to be what I would call pilot or model projects. They provide opportunities for certain grade levels, for certain populations of gifted students. They are not available for the full gamut or full range of the gifted students' needs.

To share some personal or some local anecdotes, across the Nation there would possibly be less than 10 exemplary programs for artistic or performing arts students. Cincinnati public schools happens to have one of those exemplary programs for gifted students, the School for Creative and Performing Arts. Those students are identified as early as the fourth grade level. They are identified in their area of strength, and the artistic areas, whether it is music, or visual arts.

Interestingly enough, after operating for the last ten years, the students are graduating academically higher than other students going to local high schools. Cincinnati has Walnut Hills High School, which is known as a Latin-type school. That school graduates the greatest number of Merit Scholars in the Cincinnati public school system. Consistently the last few years, the School for Creative and Performing Arts has been graduating high numbers of Merit Scholars, also.

So the motivation, the interest that is provided in the school is also assisting the students with their academic performance.

Some areas that need to be considered for gifted and talented would include direct assistance in pre-service and in-service training of personnel; continued monies for model projects and exemplary programs; technical assistance and information dissemination; research findings and teaching techniques need to be disseminated. And also, there is a need for a central clearinghouse that only the national level can provide.

In fact, in the area of handicapped education, one of the greatest strengths across the Nation, is that information has been available, not only for educators but also for parents, with emphasis on providing for the needs of these exceptional children. That is not available currently for gifted students.

I would like this Committee to consider also Senate Bill 303, the Jacob K. Javits bill, for education of gifted and talented children. Both you and Senator Javits have consistently supported these needs, and your examination of continuous educational opportunities for gifted students would be greatly appreciated.

Thank you.

Senator PELL. Thank you, Ms. Hamant.

[The prepared statement of Ms. Hamant, with an attachment, follows:]

STATEMENT OF

THE COUNCIL FOR EXCEPTIONAL CHILDREN

and

THE ASSOCIATION FOR THE GIFTED

to the

SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES

of the

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

with respect to

REAUTHORIZATION OF CHAPTER II OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

July 16, 1987

Submitted by:

Ms. Nancy Hamant
Chair, CEC Governmental Relations
Committee, and TAG Coordinator,
CEC Political Action Network
Residence: Cincinnati, Ohio

For further background contact:

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Mr. Chairman and Members of the Subcommittee:

The Council for Exceptional Children and The Association for the Gifted are pleased to have this opportunity to submit the following statement with respect to reauthorization of Chapter II of the Education Consolidation and Improvement Act of the Elementary and Secondary Education Act as it relates to federal support for the education of gifted and talented children. The Council for Exceptional Children (CEC) is the international professional association of persons involved in the education of exceptional children and youth, including those who are handicapped and those who are gifted and talented. The Association for the Gifted (TAG) is a Division of CEC and is committed to advancing the education of gifted and talented children and youth.

May we say at the outset, Mr. Chairman, how much CEC and TAG appreciate and admire your outstanding legislative record on behalf of all exceptional children throughout your senatorial career. We have absolute faith that you will design the best possible legislative package to meet the special educational needs of gifted and talented children.

Gifted and Talented Children

It is estimated that there are 2.5 million gifted and talented students in our nation's elementary and secondary schools. These students require some form of special educational assistance. However less than half of them are receiving any form of special assistance. And for many of those students receiving some help, that help is minimal. In a recent national study of programs for the gifted conducted by the Richardson Foundation of Texas, it was found that when criteria were applied to programs for the gifted to determine whether they were "minimal" or "substantial," significantly less than half of the programs offered met the "substantial" criteria.

While it is generally assumed that gifted and talented students will "make it on their own," studies suggest quite the contrary. Studies have found that approximately 50 percent of gifted children are working at least four grades below the level at which they could be working, and that a significant percentage of high school dropouts are youth with high ability. Imagine a first grader who can read on a fifth grade level and do advanced math who must recite the alphabet and count to 10 with his classmates day in and day out. Under these circumstances you can readily understand why many gifted students underachieve, develop emotional problems, or drop out of school altogether. There are also many poor and/or culturally different gifted and talented students who are not identified by traditional methods such as intelligence or achievement tests. Thus, they are denied the opportunities to develop their talents. This is particularly significant when one considers that 85% of high school dropouts each year are Black, Hispanic, or White economically disadvantaged students.

According to the Council of State Directors of Programs for the Gifted, twenty three states now mandate some form of special services to gifted and talented students. State and local expenditures for gifted and talented education have increased over the past decade to approximately $384 million. While this level of funding may appear to be impressive, it translates into only $150 per gifted and talented child. Many states, moreover, spend even less than this amount to meet the special needs of gifted and talented students.

More recently, current state efforts have been augmented somewhat by a growing interest and participation of the private sector in programs for the gifted and talented. From mentor programs - where students work directly with individuals, businesses and government agencies - to direct financial assistance to schools, the private sector is increasingly an important asset.

At the same time, present federal programs appear to be having only minimal impact on assisting in the provision of services to gifted and talented students. States report that apparently no more than $10 million dollars of Chapter II of the Education Consolidation and Improvement Act, P.L. 97-35, is in some fashion assisting in the education of gifted and talented students. States also report that, on the whole, gifted and talented students have not benefited from the Education for Economic Security Act, P.L. 98-377. With respect to Chapter II, we are encouraged by the redesign which you have proposed, Mr. Chairman, in S. 627. We will return to that topic later in our testimony.

Who Are Gifted and Talented Children?

Gifted and talented students are, by definition, unique learners and require specially designed programs. As with other exceptional children, the types of programs needed and the extensiveness of the program will vary depending on the student. Gifted and talented students are generally defined as exhibiting high performance or capability in one or more of the following five ability areas: (1) intellectual; (2) creative; (3) artistic; (4) leadership; and (5) academic.

While many gifted and talented students will excel in a number of these areas, it is important that programs be broadly based enough to accept children with talent in any one of these areas and offer programs to foster their special abilities and talent. An intelligence test may, for example, be one measure of intellectual ability, but if it is the only criterion for eligibility for services, children with outstanding artistic or leadership abilities will not have their talents developed.

Just as there are different types of talents, there are different levels of ability within those talents. Thus, services must be varied to meet children's needs. The Richardson Foundation study found that most schools with a program for gifted and talented students offer only a single program option. The average program provides only two or three hours of enrichment activities per week, with little or no modification in the child's regular school program. The study concluded that comprehensive programming to meet the wide range of gifted and talented students requires the availability of special schools, special classes and enrichment programs, and that students should be able to move in and out of these options as their needs change. As we look at programs for the gifted throughout the nation, we find a wide variety of program options. The problem is that it is very rare to find a community where all these options exist simultaneously.

We also need motivated and skilled teachers in order to have effective programs for the gifted and talented. It is commonly assumed that all teachers want to teach the gifted. This is not true. A recent study in Dade County, Florida found that only 28% of the teachers wanted to teach "creative and intellectually demanding students who call for a special effort." Even when we can find teachers who enjoy the challenge of the gifted child, they rarely receive adequate training to acquire the knowledge and skills they need. Recent estimates suggest that only 20 percent of the current teachers of the gifted have the skills to organize an appropriate curriculum for these children. This is not surprising in light of the fact that only 15 states presently have any specialized certification requirements for teachers of the gifted and talented.

The Council for Exceptional Children and The Association for the Gifted believe that never before in the history of our country has there been more interest in meeting the needs of our gifted and talented students. With the aging of our population and the decline in the number of young Americans, we can no longer afford to waste talent. Children with outstanding potential must be discovered at an early age so their abilities can be nurtured throughout their school years.

Mr. Chairman, we believe that action respecting gifted and talented children already taken by the House, as well as proposals now under consideration in the Senate, if carefully crafted in final legislation, can provide an essential component of the education reforms called for by the National Commission on Excellence in Education. In their now historic report, A Nation At Risk, the Commission recommended that:

> "The Federal Government, in cooperation with states and localities, should help meet the needs of key groups of

> students such as the gifted and talented, the socioeconomically disadvantaged, minority and language minority students, and the handicapped. In combination these groups include both national resources and the Nation's youth who are most at risk. (p. 32)"

Needed Legislation

Mr. Chairman, the Council fully sympathizes with the basic direction of your bill, S. 627, which proposes a redesign of Chapter II aimed at focusing on priority educational needs. Your bill, "The Targeted Educational Assistance Act," would authorize the use of Chapter II funds in the following areas: school dropouts, programs to combat illiteracy, programs for the gifted and talented, for basic skills instruction for secondary school students, and for school library resources.

We would observe that the House in H.R. 5, the "School Improvement Act," has also proposed some timely adjustments in the allowable uses of Chapter II. And, more specifically, the House bill authorizes support for the education of gifted and talented children under one of the House-proposed five major categories for uses of Chapter II, namely, the "special projects" category (as one among several uses in the "special projects" category).

It is your proposal for the revision of Chapter II, however, Mr. Chairman, which makes the truly forthright and meaningful commitment under that program on behalf of the special educational needs of this Nation's gifted and talented children. You propose to make support for gifted and talented children one among only five allowable uses for Chapter II funds overall. CEC and TAG appreciate your action and our organizations commit themselves to support you as Chapter II revision proceeds in the Senate.

Support under Chapter II for gifted and talented children must, however, be one valuable component in a critically-needed larger tapestry of federal support for the special educational needs of these children. The strength of Chapter II is in its provision of direct support at the state and local level. The weakness of Chapter II is that it does not provide nationally-focused leadership aimed at comprehensive promotion of all major support components in the education of gifted and talented children.

Specialists in education of gifted and talented children as well as experts from the state, local, and private sectors all advise that we must also focus federal resources on provision of the following: (1) preservice and inservice training of personnel, (2) model projects and exemplary programs, (3) technical assistance and information dissemination, and (4) research methods and techniques. Further, there is general agreement that an administrative unit is needed in the U.S. Department of Education to carefully coordinate the use of limited federal resources and to provide a much needed focal point of national leadership.

We also support national policy which gives emphasis to special populations, for example, children and youth who are female, limited English proficient, economically disadvantaged, American Indian, and handicapped. And, finally, we urge legislation which fosters greater cooperation between the public and private sector in program development.

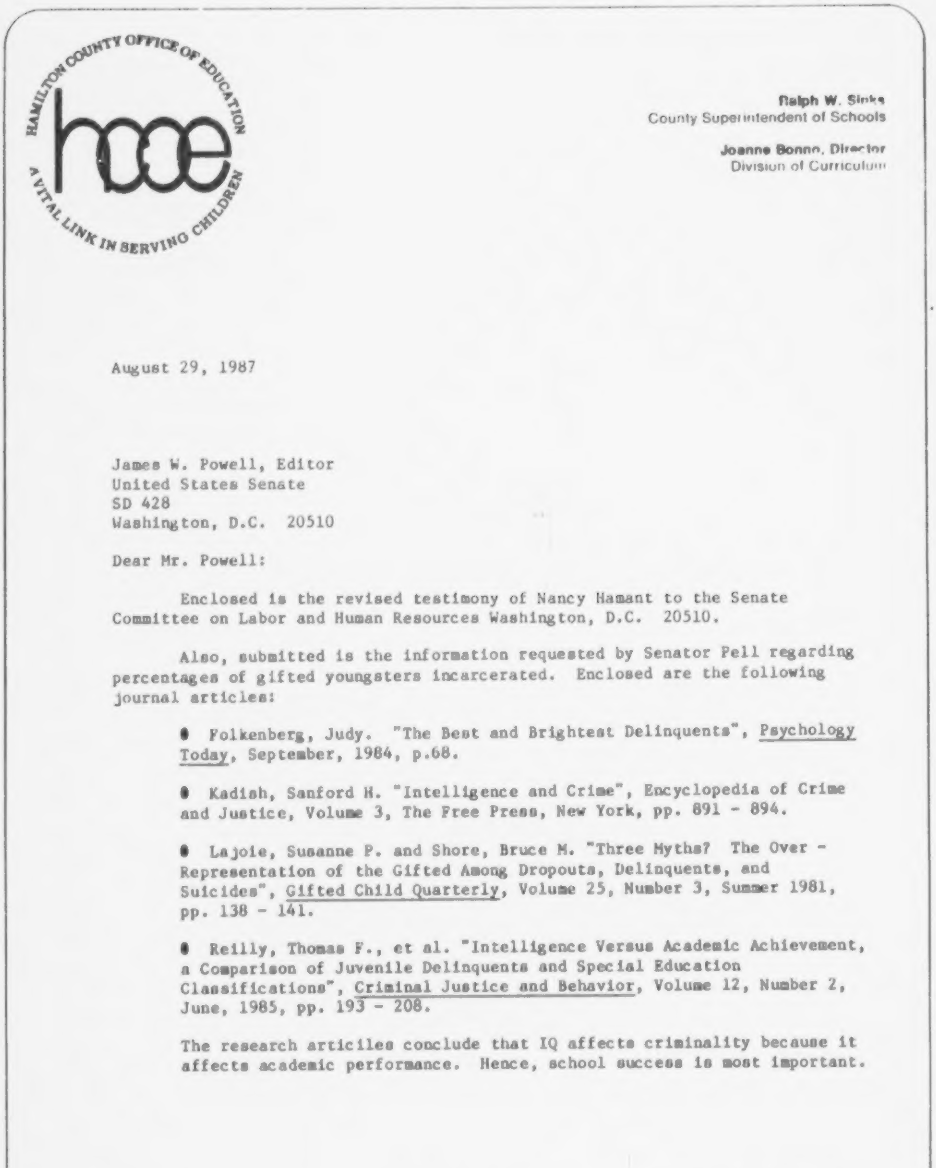
In the 1950's and 1970's, when the Congress previously provided seed and catalytic support for the education of gifted and talented children, we witnessed significant growth in both state and local programs. During these periods, a modest federal investment resulted in substantial benefits to both gifted and talented children and our nation as a whole.

Mr. Chairman, the "Jacob K. Javits Gifted and Talented Children and Youth Act of 1987" (S. 303 and H.R. 543), very appropriately named after your late distinguished colleague who worked diligently on behalf of the educational needs of gifted and talented children, contains the essential components which should and must accompany your excellent initiative with respect to Chapter II. The House and Senate versions are, for all practical purposes, identical; and the House has included H.R. 543 - without amendment - as Title IV of H.R. 5, which is the House's omnibus reauthorization of numerous education programs.

We understand that this panel will conduct a hearing on S. 303. CEC and TAG are delighted that a hearing will occur; thefore, we will not address that legislation in further detail at this time. Let us simply say that we strongly urge inclusion of S. 303 in your own omnibus reauthorization of education programs.

We would like to further note that S. 303, who's chief sponsor is U.S. Senator Bill Bradley (D-NJ), enjoys the co-sponsorship of nearly a quarter of your colleagues in the Senate. Included among the co-sponsors are six members of the Labor and Human Resources Committee, namely, Christopher Dodd (D-CT), Spark M. Matsunaga (D-HI), Thad Cochran (R-MS), Barbara A. Mikulski (D-MD), Paul Simon (D-IL), and Tom Harkin (D-IA).

In closing, Mr. Chairman, we are pleased to observe that the National Association for Gifted Children concurs in the policy positions taken in this statement. Finally, The Council for Exceptional Children appreciates the opportunity to provide its views to the Subcommittee. We are ready to work with you on these and other matters that will improve the education of gifted and talented children and youth.



HAMILTON COUNTY OFFICE OF EDUCATION
hcoe
A VITAL LINK IN SERVING CHILDREN

Ralph W. Sinks
County Superintendent of Schools

Joanne Bonno, Director
Division of Curriculum

August 29, 1987

James W. Powell, Editor
United States Senate
SD 428
Washington, D.C. 20510

Dear Mr. Powell:

Enclosed is the revised testimony of Nancy Hamant to the Senate Committee on Labor and Human Resources Washington, D.C. 20510.

Also, submitted is the information requested by Senator Pell regarding percentages of gifted youngsters incarcerated. Enclosed are the following journal articles:

- Folkenberg, Judy. "The Best and Brightest Delinquents", Psychology Today, September, 1984, p.68.
- Kadish, Sanford H. "Intelligence and Crime", Encyclopedia of Crime and Justice, Volume 3, The Free Press, New York, pp. 891 - 894.
- Lajoie, Susanne P. and Shore, Bruce M. "Three Myths? The Over - Representation of the Gifted Among Dropouts, Delinquents, and Suicides", Gifted Child Quarterly, Volume 25, Number 3, Summer 1981, pp. 138 - 141.
- Reilly, Thomas F., et al. "Intelligence Versus Academic Achievement, a Comparison of Juvenile Delinquents and Special Education Classifications", Criminal Justice and Behavior, Volume 12, Number 2, June, 1985, pp. 193 - 208.

The research articiles conclude that IQ affects criminality because it affects academic performance. Hence, school success is most important.

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Also, research on delinquency and ability is based largely on institutionalized delinquents, and the results may indicate a lower representation of the gifted than truly exists.

Respectfully,

Nancy Hamant

Nancy B. Hamant, Consultant
Programs for Gifted

Enclosures:

cc: Joe Ballard
Thomas M. Rollins

[Editor's Note: Due to printing limitations, and in the interest of economy, the articles referred to were retained in the files of the Committee where they may be researched upon request.]

Senator PELL. Mr. Blome?

Mr. BLOME. Chairman Pell, Senator Stafford, I am Arvin Blome, Assistant Commissioner of Education in Colorado, and Chairman of the Chapter 2 State Coordinators.

I am pleased to have the opportunity today to share with you the views of the Chapter 2 State Coordinators from around the nation.

In June 1986, our Chapter 2 State Coordinators' Study Committee began to work on the reauthorization process of Chapter 2. We made a survey of all the States and local Chapter 2 directors, of which 40 States responded, and about 200 local Chapter 2 directors. The great majority recommended minimal change in reauthorization.

However, we were aware of certain issues and questions being raised by Congress and several educational organizations. Therefore, recommendations which maintained the original Congressional intent but also addressed these issues of concern were developed by the Chapter 2 Coordinators.

The Chapter 2 State Coordinators believe it is important to maintain flexibility, to demand minimal paperwork, to provide the capability to target funds where most needed in school districts, and still improve the program focus with more definitive purpose, and improve accountability.

Basically, Chapter 2 would have four major purposes according to our recommendations: (1) meeting the educational needs of at-risk and special populations; (2) promoting quality education for all children through programs and activities for effective schools; (3) improving instructional programs, curriculum and reference materials in basic skills and critical subject areas, and (4) enhancing staff development activities in critical areas.

A key feature of the proposed changes is the incorporation of State and local prioritizing, goal-setting and evaluation procedures, these would be included in the plans; also, to eliminate reference to antecedent programs and to clarify the definition of administration. Incidentally, we do support the definition of administration as it was endorsed by H.R. 5.

I would like to take several minutes to compare the Chapter 2 Coordinators' recommendations with the two bills that have been introduced in Congress, Senate Bill 627 and Senate Bill 1005.

We strongly agree that the concepts espoused in S. 627 are very worthy targets and certainly areas of critical need. However, we believe these programs to combat illiteracy and improve basic skills strictly for the disadvantaged could be appropriately included as an expansion of Chapter 1, such as in H.R. 5.

Chapter 2 could effectively supplement these programs for all children in our at-risk section, such as we discussed. The school dropout prevention program also fits very well into our recommendations for at-risk population and children needing special attention.

The Chapter 2 Steering Committee, which is composed of 15 States, met in June and also reviewed in addition to S. 627, S. 1005. They reacted favorably to this bill (S. 1005) since it closely followed the original recommendations of minimal change for reauthorization. This bill retained the flexibility that State and local education agencies have used so effectively to meet their individual needs.

The basic skills section of this bill is applicable to both elementary and secondary students and is not limited to the economically disadvantaged. Thereby it allows State and local agencies more flexibility in meeting this important problem.

This section could also be applicable under the improving instructional program of our recommendations.

We certainly commend the sponsors of both Senate Bill 627 and Senate Bill 1005 for eliminating reference to antecedent programs, for maintaining the 80-20 percent split between local and State agencies, for maintaining the block grant spirit, and for maximizing flexibility and minimizing paperwork, and for the general support of education as indicated by these bills.

It is our sincere belief that these two bills could be combined into a very productive and effective piece of legislation. While there is a difference in the program focus, many other points are similar. We believe that our recommendations, which are supported by the chiefs, could very well be a possible avenue for compromise.

The Chapter 2 State Coordinators are willing to assist the sponsors and staff in any way deemed desirable. Our interest is to assist members of this Subcommittee to secure passage of educational legislation allowing flexibility in meeting identified priorities at the State and local level, to minimize the paperwork burden but improve accountability, to continue the State Advisory Committees and local input in decisionmaking, and also to maintain adequate funding for such programs to benefit and make accessible these programs to all students, in the greatest number possible.

We thank you for your interest in the reauthorization of Chapter 2. I certainly appreciate the opportunity to come before you today and share these comments on behalf of the Chapter 2 State Coordinators.

Thank you, Mr. Chairman.

Senator PELL. Thank you very, very much indeed.

[The prepared statement of Mr. Blome follows:]

Testimony on the Reauthorization of Chapter 2, ECIA

Before

The Senate Labor and Human Resources Subcommittee on Education, Arts and Humanities

On Behalf of the

Nation's Chapter 2 State Coordinators'

Presented by

Arvin C. Blome,
Assistant Commissioner, Colorado Department of Education

and

Chairman, Chapter 2 State Coordinators

July 16, 1987

Mr. Chairman and members of the Subcommittee:

I am Arvin C. Blome, Chairman of the Chapter 2 State Coordinators. I am pleased to have the opportunity to share with you views and data from Chapter 2 State Coordinators throughout the nation.

Since the enactment of the ECIA Chapter 2 Block Grant in 1981, the program has been responsible for assisting state and local educational agencies meet their own identified needs and priorities as described in the antecedent programs combined in the block grant. Data was presented at the Senate-House Chapter 2 Forum in January which demonstrated the program has been effective in meeting legislative intent.

In our survey of state and local Chapter 2 directors, the great majority recommended minimal change in reauthorization. However, certain issues and questions have been raised by Congress and several educational organizations. Therefore recommendations which maintain the original congressional intent but also addresses the issues of concern were developed by the Chapter 2 State Coordinators for Congressional Consideration. These recommendations were reviewed by all Chapter 2, State Coordinators and the responses were considered prior to final submission to Federal Liaison Representatives and Council of Chief State School Officers for their approval. These recommendations were adopted by the Chiefs as part of their total legislative package.

The Chapter 2 State Coordinators believe it is important to maintain flexibility, demand mimimal paperwork, provide capability to target funds where most needed in the school district and state and still improve the program focus with more definitive purpose, and improve accountability for Congress and state/local constituency. Basically, Chapter 2 would have four major purposes according to State Coordinator recommendations:

1. Meeting the educational needs of at-risk and special populations such as individuals at risk of dropping out, using drugs, commiting suicide, being abused, and others, as well as students with special needs such as economic disadvantage, non-english speaking, migrant, etc.

2. Promoting quality education for all children through programs and activities for effective schools. Effective Schools are defined as schools demonstrating administrative leadership, high expectations, parental and community outreach, student discipline and motivation, school-to-work transition, and increased student achievement.

3. Improving instructional programs, curriculum and reference materials in basic skills and critical subject areas such as math, science, foreign language, international education, etc.

4. Enhancing the supply and quality of educational personnel through recruitment and staff development activities in critical areas, plus the enhancement of the skills of administrators, supervisors, and other appropriate personnel, school board members, and citizens.

A key feature of proposed changes is the incorporation of state and local prioritizing, goal setting and evaluation procedures included in the plans submitted. The plan should include goals or objectives for each priority area with objective criteria for measuring or evaluating the program's outcome. The plan would also describe the process the agency would use for involving advisory councils, parents, community and business in decision-making.

Recommendation is made that all reference to antecedent programs be eliminated since the twenty-nine categories allow too much opportunity for district and state to place the same activity in several different categories, making accurate reporting difficult. Another recommendation, responding to national study recommendations and some congressional concern, is to clarify the definition of administration. H.R. 5's definition of administration for Chapter 2 is endorsed by the committee.

I would like to take several minutes to compare Chapter 2 coordinators recommendations with the two bills introduced in the Senate, S. 627 and S. 1005.

We agree that the concepts espoused in S. 627 are very worthy targets and areas of critical need. However, we believe the programs to combat illiteracy and improve basic skills are more appropriately included as an expansion of Chapter 1 such as in H.R. 5. Also the gifted and talented program is appropriate with a special emphasis such as in H.R. 5.

The school dropout prevention program fits very well into the Chapter 2 Coordinators recommendations for at-risk populations needing special attention. Many of the activities authorized under this bill have been funded under existing Chapter 2 progams in most state agencies and school districts. A survey indicated every state is allocating funds for the at-risk youth, with four states spending over 25% and an average expenditure of about 15% for all states.

The Chapter 2 Steering Committe at a June meeting also reviewed S.1005 and reacted very favorably to this bill since it closely followed their original recommendation of minimal change for reauthorization. This bill retains the flexibility that the state and local educational agencies have used so effectively to meet their individual needs. The basic skills section of this bill is applicable to both elementary and secondary students and is not limited to the economically disadvantaged, thereby allowing state and local educational agencies more flexibility in meeting this important problem area.

We commend the sponsors of both S. 627 and S.1005 for eliminating reference to antecedent programs, for maintaining the 80 percent to local school districts and 20 percent for state educational agencies use, for maintaining the block grant spirit, for maximizing flexibility and minimizing paper work, and for the general support of education.

It is our sincere belief that those two bills could be combined into a very productive and effective piece of educational legislation. While there is a difference in program focus many other points are very similar. The Chapter 2 State Coordinators are willing to assist sponsors and staff in any way deemed desirable.

Our interest is to assist members of the subcommittee to secure passage of educational legislation allowing flexibility in meeting identifiable priorities at the state and local level, minimize the paperwork burden but improve accountability, continue state advisory committee and local input in decision making, and in maintaining adequate funding for such a program to benefit the greatest number of students.

Thanks for your interest and attention to the reauthorization of Chapter 2. I appreciate the opportunity to share these comments on behalf of the Chapter 2 State Coordinators.

ABC/ccd

Senator PELL. I think you have touched on the issue that education is a number one priority in itself. We all have different ideas on what should be one, two, three, four and five in a list of educational priorities, and our own programs are the ones we emphasize.

As you know, the ones that we have been proposing from the Committee's viewpoint are: dropouts, illiteracy, basic skills, the gifted and talented, and school library resources. And those, are particularly key, but I recognize there are room for more, and in that regard, I would ask Mr. Burroughs and Mr. Hornbeck if they would disagree with any of those five, and what they would put in their place. Just limit it to five.

Mr. HORNBECK. Each of those are important, Mr. Chairman. We would simply package them differently. It is no accident that the first on our list is the at-risk student. It is our judgment that that is the single most important challenge that faces this Nation.

It would be our judgment that the illiteracy focus that you talk to, the dropout focus, and basic skills as they relate, for example, to disadvantaged youngsters would all fit within that framework of at-riskness.

Certainly I applaud the comments that were made about gifted and talented education. We have used Chapter 2 money for that purpose. We would simply argue that it would be better not to frame it as a gifted and talented category. In my State, for example, we have gone way down the pike in instructional improvement in gifted programs. There are other areas at this moment to which we would give focus, since 8 percent of our kids—we include highly able as well—are in our programs. Our needs are different.

It is only a repackaging; it is not a disagreement.

Senator PELL. Mr. Burroughs?

Mr. BURROUGHS. Thank you, Senator.

I think my comments would be much along the same line. Two areas which I mentioned in my testimony which are not presently covered are specifically those of preschool education and the special problems caused by teenage pregnancies. Of course, the teenage pregnancy problem normally manifests itself as an educational problem when it produces dropouts, which are then covered in your categorization.

But we, in Illinois and in many other States, do have special programs which aim at that particular at-risk category, which we think are valuable and could be included. And that is also and perhaps more true of preschool education, which is a program aimed at at-risk children, and which again eventually, if properly implemented, avoids the later problems of dropout and illiteracy and the emphasis on basic skills. But many of our programs in our State are doubly optional; school districts have the option of putting them into place, and parents sometimes have the option of whether or not their children will be included. And the use of Title II funds, specifically in that category, to allow us to help implement our preschool education program, we think is a very important one as a program for getting at at-risk students.

Senator PELL. Thank you very much.

Dr. Miller, you mentioned that it costs an average of $6 to purchase a book, and that there is only one librarian for every 720 students. How are students getting the books that they have at home?

Are their parents buying the books, or where do they get the books?

Dr. **Miller**. Well, of course, children can also get books from public libraries, and if parents are in the book-buying habit, they can have them at home. But we have many areas across this country where there are no bookstores in communities, and there are inadequate public libraries, so the children go without.

Please note I did not say it costs an average of $6 to get a book. Librarians have an average of $6.24 per student to buy books, which actually will only purchase one-third of a book.

Senator **Pell**. Yes, but where do they get the school books? That is my point—the books they use in school, their textbooks.

Dr. **Miller**. Where do they get them?

Senator **Pell**. Yes.

Dr. **Miller**. Well, of course, that is another problem. Schools are buying textbooks less often because of escalating costs. Sometimes they go without because the school district cannot afford to buy them, and the parents cannot afford to buy them.

Senator **Pell**. So in some cases, a kid will have a total number of textbooks of two or three per year.

Dr. **Miller**. Yes.

Senator **Pell**. The point that Mr. Long made, that in life now, you have to have more than a sixth grade education, and you ought to have a twelfth grade education, I think is very valid. You can carry that one step further and say that just as we increased compulsory basic education for a student from the sixth grade to the twelfth grade about 80 years ago, after the Civil War, so we ought now to increase that beyond 12th grade into college.

I would like to ask Ms. Hamant, in connection with the gifted children—because they are the ones who are really going to make a difference in our lives; it is not going to be the average students, but it is going to be the gifted children who have the leadership positions—has there been a study made of how many of the gifted end up in jail, or on the percentage of the youngsters who are incarcerated?

Ms. **Hamant**. There is a disproportionate amount to the numbers in the population. I do not have the exact percentages. But I would like to make another point about gifted and talented students, especially since we are talking about at-risk students and students from economically disadvantaged home situations.

The public schools are the only opportunity such students have for an appropriate education. If the only opportunity gifted students might have for an appropriate education would be in private schools, we would have eliminated appropriate educational opportunities for those students. I think it is imperative that programs for gifted and talented be available in public schools.

Senator **Pell**. Right. But in answer to my question, is the percentage of incarcerated youngsters who are gifted and talented or are on an intelligence test, more than the average or less than the average?

Ms. **Hamant**. More than the average for the percentage in the population; you would have a greater number who have problems.

Senator **Pell**. Who are in jail?

Ms. **Hamant**. Yes.

Senator PELL. So in other words, rather than the general concept, which is that poor students go to jail, the fact of the matter is that there is a higher percentage than the national average of gifted and talented students who are incarcerated?

Ms. HAMANT. Yes. In fact, they most probably are more creative in their minds in the ways to get into problems and to get into those situations.

Senator PELL. If you have those statistics, I would be grateful if you would submit them for the record.

Ms. HAMANT. I will try to find those statistics and get them to the Committee.

Senator PELL. Thank you.

Senator STAFFORD. Do some of them work on Wall Street? [Laughter.]

Ms. HAMANT. I think some of them work quite a few places, sir.

Senator PELL. I appreciate what Mr. Blome said, that he wanted to combine the Stafford and Pell approaches. And as we have been partners in this work for a good many years now, I would not be surprised if there is a melding before we are through.

Mr. BLOME. Thank you.

Senator PELL. I have one other general question, if anybody has any reaction to it. Wouldn't one of the best devices to improve the education of our Nation's young people be to increase the school year from 180 days to 200, say? Does anybody think that is a good idea or a bad idea?

Yes, sir?

Mr. BURROUGHS. We have done some research on that in Illinois, Senator, and let me just say the general result of our study has been that increasing the time on task would generally be beneficial to improvement of the educational program.

We have, however, by use of some in-depth study and analysis and polling, discovered that both the parent population, the student population and the teacher population are all adamantly opposed to enlarging the school year. [Laughter.]

They are less opposed to lengthening the school day. And as far as actual practicalities, that might be a much more effective way of increasing time on-task.

Senator PELL. Sometimes we have to do things that are unpopular if they are in the national interest.

Mr. LONG. Mr. Chairman, if I may.

Senator PELL. Yes.

Mr. LONG. I think one of the issues in this entire reform movement that is being discussed is some of the variables related to time that can be easily manipulated. One of the essences of your bill, and what Senator Stafford is trying to do with his changes as well is to improve the quality of the instruction itself.

If we just merely increased either the school day or the school year in and of itself, it will have perhaps even less change in a positive direction than we are having right now.

The essence has to be on improving not only the skills that we are teaching these students and the direction in which our teachers are able to work together and grow and build, but as well to put more meaning and guidance into this program.

One of the things that is cutting across, I think, all of our issues here is the fact that we are faced with a group of students who for the most part have learned the very basic literacy skills, but need to go beyond that in order to benefit from our society.

I work with gifted and talented students who do not know how to read very well. They need better programming in the public schools. And one of the things about literacy in the libraries that cuts across is that places that have good libraries seem to have higher literacy rates. This program really touches upon all those aspects, and I urge you to continue forward with favorable consideration.

Senator PELL. Thank you.

Yes?

Mr. BLOME. Mr. Chairman, I would like to respond to that, if I may, please.

Senator PELL. Please.

Mr. BLOME. I think you have hit an extremely important point. I think the key to what we are talking about, though, is not so much, as Mr. Long mentioned, the lengthening of the day or requiring more courses for graduation, but considering a total change in delivery of services to our students.

And I guess one of the things that I would like to mention because it is very appropriate is that we have had two State elementary and secondary task forces that have just finished in Colorado. They have spent about 18 months working on this very thing. And one of the things which we plan on doing is using some of our Chapter 2 funds to pilot. Twelve districts have volunteered to participate in this project, where we are totally changing the present delivery system and the length of time, but also utilizing current technology, utilizing field services. We are really treating every child as an individual and fitting their capabilities—some of them may be in school for 12 months, going to some type of educational training; others may be there only 6, and then complementing this with other activities.

It seems to me that this is one of the things I hope we can maintain, the flexibility with our Chapter 2 to do this type of activity. Thus we can really look at what is affecting the children out in the school and do something which is affecting the total population. We are hitting the at-risk child, as we are having special teams working with some of those. For example, in the classroom, we have reduced the class sizes, and rather than having a special ed teacher, a remedial reading teacher, we are having a whole team approach where we have a ratio of one to fifteen, and then a group of special ed teachers, a group of remediation teachers, gifted and talented, or whatever, come in and work with all those people as a team approach. I think that is the thing I like about Chapter 2, is having that flexibility.

Senator PELL. Thank you very much

Anyone else?

Mr. HORNBECK. Just one quick comment, Mr. Chairman.

The issue is an issue of resources. Frequently, the proposal is to increase the school year by, say, 20 days. That would increase the resources necessary by approximately one-ninth, generally, across the United States.

The issue becomes where does one put an increase of one-ninth in the resources most effectively in the context of national priorities.

To use one illustration supporting different priorities, I cite the rather graphic way that Mr. Brad Butler, the former CEO of Procter and Gamble, speaks to early childhood education. He says that it is economic stupidity and a moral blunder not to have a quality pre-kindergarten program available for each poor child in each state if we are serious about dropout prevention.

I bring up the issue only to say that there would be some things other than of the length in school year that might be more effective in actually achieving some of our national priorities.

Senator PELL. I thank you very much and turn to Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman.

Before I get to a question or two I have for the panel generally, I have to say, Mr. Long, that your recounted experiences in travelling recently remind me of a customer who went to an airline desk here in Washington and asked for a ticket to Burlington, Vermont. He also asked that his luggage be checked to Atlanta, Palm Beach and New Orleans.

When the clerk said he could not do that on a ticket to Burlington, Vermont, the customer replied, "Why not? That is what you did with it last week." [Laughter.]

Mr. LONG. Senator, I am stepping on an "N" airline this afternoon to go to Louisiana, and I will send a call.

Senator STAFFORD. I would like to ask the panel generally, because we are interested in the advisory councils, how you feel the advisory councils under Chapter 2 are working out, if some of you would care to respond to that question—in any order you wish.

Mr. Blome?

Mr. BLOME. Mr. Chairman, I would like to say that I feel they are very effective. For example, in the States that we have been working with, most of them meet four or five times a year, in one or two States, they only meet once, so we need to improve there. Basically, I think as it is written, it is very helpful.

Our State board has adopted every, single recommendation proposed by our advisory council. They help with our evaluation components, and it has been very successful.

Senator STAFFORD. Thank you.

Any further comment?

Mr. Burroughs?

Mr. BURROUGHS. Yes, Senator. Speaking from personal experience as a member of the Illinois advisory council, we meet about five or six times a year. We have a number of State legislators on our panel, and as long as we meet in Springfield and at the right times, we get very good attendance, and it has been a very productive group. And the committee has been dedicated from the very beginning to making sure that the smallest amount of money gets used for program costs and to get the money out to the schools, and they have been very, very successful in that.

Senator STAFFORD. Thank you.

Is there any further comment? Is there any disagreement?

Dr. **Miller**. I have spoken to this in my written testimony. I think it has not worked universally well for us, and this partially may be our own fault. But again, in States where there is not strong leadership in the school library area in the State, this has not necessarily served us well.

Senator **Stafford**. All right. Any further comment?

Let me go to another question, then, that involves the issue of accountability. It will be one of the central concerns of both Chapter 1 and Chapter 2 reauthorizations.

If the Subcommittee were to target money for libraries or for the gifted and talented, for example, what mechanisms, if any, should we put in the law to assure accountability?

Ms. Hamant?

Ms. **Hamant**. I would like to see mechanisms in there to ensure that a portion of the money is used—the State advisory councils might make the decisions—but to ensure that the moneys are used for gifted and talented, and then follow-up as to how they were used by the LEAs.

Senator **Stafford**. Thank you.

Dr. Miller?

Dr. **Miller**. I would hope that we could guarantee that local initiatives—or, we would try to guarantee—that local initiatives would not be affected, because our problem now is largely one of diversion, and if we cannot add these funds to build, we will not be ahead.

Senator **Stafford**. Thank you.

Mr. Hornbeck?

Mr. **Hornbeck**. Senator Stafford, with respect to those two program areas and others, I would simply urge that you require States and locals to be clear in objective terms what they seek to achieve in the goals and determine how they intend to measure it and may then provide the answers.

If you talk about gifted and talented, you could have a situation in which somebody was seeking to develop a new curriculum, and the product one would be looking toward is whether schools actually use it, and that is easily quantified.

Absent Chapter 2 kind of funding, it is quite likely that simply would not happen because it is the source of research and development.

Senator **Stafford**. Any further comment?

Mr. **Blome**. Senator Stafford, I would like to just follow up on what Mr. Hornbeck mentioned, because we discussed this in our Chapter 2 Coordinators and agreed that this would be a logical evaluation process, that having each local district in each State establish their goals and prioritize them, put down their objectives and outcomes, and the process for evaluation. This still assures us that we will have data to present to Congress on what is happening, and yet it will not take away the local and State flexibility as to what they are going to do and how they are going to do it. I think this is crucial.

Senator **Stafford**. Fine.

Mr. Burroughs?

Mr. **Burroughs**. Thank you. I would only add, Senator, again drawing from my own experience in Illinois, that one of the ways that we have tried to maintain this kind of accountability without adding an extra level of bureaucracy or form-filling has been to make our own State agency people who are on a regular basis going into every LEA and reviewing the programs for compliance with our own State requirements, to make them very sensitive of the problems of supplanting and et cetera, so that they are caught there.

I think we have been successful in that, and I think that most of your State agencies which are dedicated to many of the same kinds of outcomes and accountability as Congress could easily be used in that regard, as long as you make clear what kind of outcomes and what kind of directives you wish to use to target the funds. I think that you can achieve accountability using, in many places, what is already in place.

Senator STAFFORD. I thank you all.

Thank you, Mr. Chairman

Senator PELL. Thank you very much indeed, ladies and gentlemen, for being with us.

We now move on to the second panel. I would ask without objection that a statement by Senator Simon be inserted in the record at the beginning of this hearing, inserted as if read. Without objection, this will be done.

We will now hear from Mrs. Jean Smith; Mr. Richard Thomas; Mr. Richard Peterson; Mrs. Elliot Richardson; Ms. Susan Farmer; Mr. Michael Mello, and Mr. Mert Koplin.

It is particularly good to welcome Mrs. Jean Kennedy Smith, founder of Very Special Arts, of the John F. Kennedy Center for the Performing Arts, and a very old friend, three of whose brothers served on this Committee and in this room. I welcome you, Mrs. Smith.

STATEMENTS OF JEAN KENNEDY SMITH, FOUNDER, VERY SPECIAL ARTS, THE JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS, WASHINGTON, DC; RICHARD THOMAS, ACTOR, LOS ANGELES, CA; RICHARD E. PETERSON, SENIOR VICE PRESIDENT AND GENERAL MANAGER, SCHOOL DIVISION, SCOTT, FORESMAN AND CO., ON BEHALF OF ASSOCIATION OF AMERICAN PUBLISHERS, GLENVIEW, IL; MRS. ELLIOT RICHARDSON, CHAIRMAN OF THE BOARD, READING IS FUNDAMENTAL, INC., WASHINGTON, DC; SUSAN L. FARMER, CHIEF EXECUTIVE OFFICER AND GENERAL MANAGER, WSBE-TV, RHODE ISLAND PUBLIC TELECOMMUNICATIONS AUTHORITY, PROVIDENCE, RI; MICHAEL W. MELLO, DIRECTOR OF INSTRUCTION, PORTSMOUTH SCHOOL DEPARTMENT, PORTSMOUTH, RI; AND MERT KOPLIN, CHAIRMAN OF THE BOARD, CEL EDUCATIONAL RESOURCES, NEW YORK, NY

Mrs. SMITH. Thank you very much.

Good morning, Mr. Chairman, Members of the Committee, and distinguished panel members. I am going to summarize my prepared remarks and ask that the full text appear in the record.

Senator PELL. Without objection.

Mrs. SMITH. Twelve years ago, Jason Ellsworth was born in Hartford, Connecticut. His parents' joy at the birth of their first son was soon overshadowed by a profound sadness. Jason was blind and had cerebral palsy.

Miraculously, this child, whom doctors gave little chance of survival, possessed an unusual musical talent. Jason's potential was first recognized by Very Special Arts Connecticut, and he performed at Very Special Arts festivals throughout the State.

Ever since, Jason's talent and remarkable spirit have entertained and inspired audiences around the Nation. Because of his music, Jason is not seen as a child who is disabled, but as an artist, a performer, a person in his own right.

There are thousands of Very Special Arts participants like Jason. For them, the arts have opened new pathways to learning, self-fulfillment and expression. Because of generous Congressional support, Very Special Arts has been able to provide these important educational experiences to millions of students like Jason.

Our brief history has been marked by tremendous growth. What began as a single festival at the Kennedy Center in 1974 has grown well beyond our most hopeful expectations.

In 1987, 650 Very Special Arts festivals will be held in communities throughout the country. Our Special Projects Program will reach individuals in more than 1,000 sites. Thousands of volunteers—parents, teachers, artists and others—have given generously of their time and efforts.

Forty-four foreign countries, on their own initiative have now established affiliate organizations.

The heart of our efforts is our festival program, where children and adults with special needs join members of the community to share and celebrate their artistic accomplishments. Joyous as these occasions are, they also serve a serious purpose. Festivals bring individuals with special needs into the mainstream of the community's cultural life. For some, a Very Special Arts festival is the only time when this opportunity exists.

Participation in festivals can bring an end to the isolation so often felt by individuals with disabilities. Recently, essayist Nancy Mairs, who has multiple sclerosis, described this feeling: "For the disabled person, there is the danger of thinking there is something ugly or foolish or shameful about himself. Achieving integration," she says, "requires that we insert disability daily into our field of vision; quietly, naturally, in the small and common scenes of our ordinary lives." Participation in the arts can provide just those opportunities.

In addition to our festivals, there is our Special Project Program, which provides year-round experiences in all the arts. The New Visions Project, begun with the Alvin Ailey Dance Theatre, was designed to introduce children who are blind to dance and thereby improve their mobility skills. More than 3,000 youths in 58 communities participate in this project.

A teacher in Missouri noted, "It is the most beneficial thing they have done. It is an educationally sound, life-changing experience for these kids. It affects their academic work, decision-making, and self-confidence."

Another initiative, our Henry Fonda Young Playwrights Project, introduces young people to the art of writing for the stage. Now in its fourth year, the Project's first award winning playwright, Terrylene Theriot, rose to international acclaim when her play "Imagine" was presented at London's Royal Court Theatre.

Next year, with the help of continued Congressional support, we will pilot an Early Childhood Art Project and initiate a model program which will use the arts to train disabled young adults in employment skills.

The national office of Very Special Arts plays an important role in the support network, providing training and technical assistance. But it is the States which do the field work, turning our initial $1 million in direct grants into more than $5 million in programming.

Yet the true strength of Very Special Arts lies in local arenas, where the generosity and talent of friends and neighbors are the ingredients of a successful festival or project. Its essence is community, and as much as the people of a community give to a Very Special Arts Program, the program gives back to them.

Now we must further our efforts to reach millions more through the arts, to help our Nation come to an understanding of the abilities of those who are mentally or physically challenged. We have the volunteers with commitment. But we also have needs—needs for expanded training in all program areas; needs for increased public awareness.

In 1989, our International Festival will bring people from around this country and the world together to celebrate the arts and their own abilities. Needs associated with this effort will be great.

We have reached one million participants. But there are still 37 million disabled people in the United States—one out of every six Americans who should and must be given the opportunity for creative expression.

So I come before you today on behalf of Very Special Arts to ask that you reauthorize legislation which enables Congress to continue its generous support of our programs and request that you enhance our level of funding. It is the quality of a life that makes it worth living. We would like to reach as many people as we can, to open up the world of the arts for them, and thereby enrich our own lives as well.

Thank you.

Senator PELL. Thank you very much, Mrs. Smith.

[The prepared statement of Mrs. Smith follows:]

VERY SPECIAL ARTS

TESTIMONY FOR REAUTHORIZATION

BEFORE

THE SENATE SUBCOMMITTEE
ON EDUCATION, ARTS AND HUMANITIES

BY MRS. JEAN KENNEDY SMITH

JULY 16, 1987

Good morning, Mr. Chairman, Members of the Committee, distinguished panel members.

Twelve years ago, Jason Ellsworth was born in Hartford, Connecticut. His parents Sue and Dan Ellsworth rejoiced at the birth of their first son, but that joy was soon overshadowed by a profound sadness. Jason was blind and had cerebral palsy.

Miraculously, this frail child, whom doctors gave little chance of survival, possessed an unusual musical talent. Before the age of two, Jason would sit at the family piano for hours recreating the country-western tunes he heard on the radio.

Jason's special talent was first recognized and nurtured by the people of the Very Special Arts program in Connecticut, where he performed at Very Special Arts Festivals throughout the state. Ever since, Jason's special talent and remarkable spirit continue to entertain and to inspire audiences around the nation -- at the White House, at the World's Fair in New Orleans, and at the Kennedy Center. Because of his music, Jason is not seen as a child who is disabled, but as an artist, a performer, a person in his own right.

Last year, Jason was recognized by USA Today as one of the "Ten People Who Made A Difference in 1986," and just last month, his story was featured in Parade magazine.

Though Jason's story is remarkable, it is not singular. There are tens of thousands of Very Special Arts participants like Jason in the United States for whom the arts have opened new pathways to learning, new avenues for self-fulfillment and expression, never before imagined opportunities for independence and creative action.

What are the educational needs of individuals who face severe physical and mental challenges? Their needs are simple and profound: opportunities to develop self-confidence; a chance to take "safe risks" and learn from the results; and the challenge of physical and recreational activities that let them improve their condition and explore their sense of play. They, like all of us, need outlets for imagination, expression, and joy. How do the arts meet those needs? Because they emphasize process over product, divergence rather than convergence, creative choice more than conformity, they provide a uniquely appropriate vehicle for developing the social, educational and occupational potential of students with special needs. Dr. Judith Rubin, a well-known art educator says:

> The arts provide children with special needs a way to control, to order, to "map out" a confusing sense of their bodies or their environments, of time and space -- to make sense out of things through organizing them, or to organize themselves in the productive activity. It gives them a way to discover and define themselves through genuine choices and decisions, and creations which are uniquely theirs. It gives them a way to create products of which they may at times add true beauty to the world. More important, in the productive-creative experience, they can add true meaning to their lives. So in spite and because of their problems, they deserve the most intensive, extensive, creative arts activities we can, in our love and ingenuity, provide.

Gentlemen, because of the generous support provided by Congress over the last decade, Very Special Arts has been able to provide these important educational experiences in the arts to millions of students like Jason.

Our brief history has been marked by tremendous growth. What began as a single Very Special Arts Festival at the John F. Kennedy Center in 1974 has grown well beyond our most hopeful expectations.

- In 1987, 650 Very Special Arts Festivals will be held in communities throughout the United States.
- Our Special Projects Program which provides year-round experiences in dance, drama, music, literature, and the visual arts will reach individuals with special needs in more than 1,000 communities.
- Hundreds of thousands of volunteers -- parents, teachers, artists, members of the business community -- have given generously of their time and efforts to support our programs.
- In 1987, alone, more than one million individuals will participate in Very Special Arts in all 50 states.
- Specialized model teacher and artist training programs have been initiated in ten states with hopes and plans to extend these essential activities to all 50 states.

Remarkably, enthusiasm for and commitment to these programs has now extended beyond the United States with 44 foreign countries, on their own initiative, establishing affiliate organizations. In other countries, from Venezuela and Argentina to as far away as Kenya, recognition of the need for this type of programming has captured a national interest, and won public commitment.

Not only did we accomplish what we wanted when we began our effort in 1974 -- we accomplished much more. The growth of our program has exceeded all our expectations, has brought benefits and value to millions of Americans, and has paved the way for an expansion and intensification of our efforts.

While I know that some of you are very familiar with Very Special Arts programs, I would like to briefly describe some of our major efforts and exciting initiatives we have planned with the help of your continued support.

Our Very Special Arts Festival Program, which involved more than a million participants in 1987, is at the heart of our efforts. At the Festivals, children and adults with special needs gather with their peers and other members of the community to share and celebrate their accomplishments in dance, drama, music and the visual arts. There are workshops, demonstrations, performances, exhibits and other special activities. Community involvement is always high: teachers, parents, artists, volunteers, cultural organizers, community leaders, and members of the business community all work together to create these joyous celebrations culminating year-long educational activities. Joyous and festive as these occasions are, they also serve a very serious purpose. Very Special Arts Festivals bring individuals with special needs into the mainstream of the community's cultural life. For some of these individuals, a Very Special Arts Festival is the only time during the year when this opportunity exists. Participation in public arts activities such as the Festival can bring an end to the isolation that so often characterizes the lives of individuals with disabilities. Recently, Nancy Mairs, a successful poet and essayist who has multiple sclerosis, described her sense of this isolation: "For the disabled person, there is the danger of thinking there is something queer about themself, something ugly or foolish or shameful." She further says that achieving integration, for disabled and able-bodied people alike, "requires that we insert disability daily into our field of vision; quietly, naturally, in the small and common scenes of our ordinary lives." Participation in the arts, which should be available to all, can provide just those opportunities.

Supporting the Very Special Arts Festival is our Special Projects Program which provides and encourages year-round experiences in all the arts. These Special Projects are researched and developed by the national office and are then adopted by our state programs and implemented at schools, cultural institutions and other service provision organizations in local communities.

One such program is our New Visions Dance Project, begun four years ago in cooperation with the prestigious Alvin Ailey American Dance Theatre. Originally designed to introduce blind and visually-impaired young people to the world of dance and thereby improve their mobility skills, the project is now being expanded to adapt dance instruction techniques to individuals with other forms of physical and mental challenges. Through this project, children with special needs from Alabama to Alaska, from Connecticut to California, will join together in their exploration of the wonderful world of dance.

Wherever young people with disabilities have had the chance to take part in Very Special Arts' New Visions Dance Project (more than 3,000 youth in 58 sites throughout the country), they have embraced the opportunity; it has more than met their needs. A teacher in Missouri noted, "It's the most beneficial thing they've done. It's an educationally sound, life-changing experience for these kids. It affects their academic work, decision-making, improves posture and their level of self-confidence."

Our Henry Fonda Young Playwrights Project introduces young people to the art of writing for the stage as they develop plays which address some aspect of disability in contemporary society. Now in its fourth year, the project has seen the first award winning young playwright, Terrylene

Theriot, rise to international acclaim when her play, "Imagine," was presented at the Royal Court Theatre in London. In a few short years, winners have come from Hawaii, Kentucky, New York, Kansas, South Dakota and the District of Columbia.

Another Special Project, the Itzhak Perlman Award, is presented each year to a promising young person to pursue their study of music.

Next year with the help of continued congressional support we will pilot an early childhood project which will research and develop methods for using the arts to enhance the development of very young children with special needs.

Also next year with additional support and assistance from the Public Welfare Foundation, we will initiate a model project which will utilize the arts to train developmentally disabled young adults in employment skills.

One major priority of Very Special Arts is educating the public about the accomplishments of people with special needs. For example, during the past year, four Very Special Arts participants told their stories during our first national television special hosted by our spokesperson, Cliff Robertson.

Providing service to our program participants is an accomplishment which Very Special Arts credits to the hard work and dedication of hundreds of people -- parents, teachers, volunteers and friends -- in every state.

The national office of Very Special Arts also plays an important role in the support network; with a small staff, the office provides on-site training and technical assistance to the states, in addition to awarding nearly $1,000,000 of its federal monies to them in the form of seed grants. But it is the states which do the field work, matching our seed grants at a rate of 5 to 1; turning the initial one million dollars into a national programming budget in excess of $5,000,000.

Along with their impressive fund raising abilities, the true strength of Very Special Arts state organizations lies in the area of human resources. In reality, Very Special Arts programs take place in local arenas where the generosity and talents of friends and neighbors are the ingredients of a successful Festival or Special Project. Its essence is community, and as much as the people of a community give to their Very Special Arts program, the program gives back to them.

Volunteers come in great variety, from well known national celebrities to the parents of disabled children, to artists and teachers, and all figure significantly into the process of providing arts experiences for mentally and physically challenged individuals.

Jason's story, and the stories of millions of people like him who have overcome major obstacles of disability, can be told today because of their tremendous courage in the face of great challenges. Very Special Arts is proud to have taken part in the lives of these individuals and to have shared in the celebration of their courageous efforts.

Now, it is up to us to further our efforts in this area, to reach millions more through the arts, and to help our nation come to an understanding of the abilities, not the disabilities, of those who are mentally and physically challenged. We have the human resources -- volunteers and supporters who have shown a remarkable spirit of commitment to their local programming efforts. But we also have needs -- needs for expanded training in all program areas; needs for increased public awareness. In 1989, Very Special Arts will host the first International Very Special Arts Festival at which people from around this country and around the world will come together to celebrate the arts and their own abilities. Needs associated with this effort will be great.

And so I come before you today on behalf of Very Special Arts to ask that you reauthorize legislation which enables Congress to continue its generous support of our programs and to request that you enhance our level of funding.

Yes, we have reached a million participants. But, there are 37 million disabled people in the United States -- one out of every six Americans who meets the challenge of some form of disability. All individuals should be given an opportunity for creative expression. With additional funds, we would be able to reach many more of our citizens, and in so doing, would improve the quality of their lives.

It is important for all of us to have these opportunities and to continue to have them throughout our lives. It is the quality of a life that makes it worth living. We would like to reach as many people as we can to open up the world of the arts for them and thereby enrich our own lives as well.

In closing, I would like to share with you one of my favorite passages from Joseph Conrad's HEART OF DARKNESS. The artist Conrad tells us, "the arts speak to our capacity for delight and wonder . . . to the latent fellowship with all creation . . . and to the solidarity which binds together all humanity."

Thank you.

Senator Pell. Mr. Thomas, welcome. You are a well-known actor and one who has been seen by many people in this room.

Mr. Thomas. Thank you very much, Mr. Chairman, Senator Stafford.

I am Richard Thomas, an actor by profession, and I am delighted to appear before you today on behalf of reauthorization of Federal funding for arts in education at the John F. Kennedy Center for the Performing Arts.

With me today are Mr. Jack Kukuk, Director of the Center's Education Program, and the Center's Director of Operations, Geraldine Otremba.

I am very honored to be here today with Mrs. Jean Kennedy Smith, who is a Trustee of the Kennedy Center, the first Chairman of the Center's National Education Committee, and founder of Very Special Arts.

Mr. Kukuk is just back from Australia, just by hours, on another airline, and in Australia, the first Imagination Celebration, the Center's Children's Arts Festival, was held in Sydney, Australia, and during that visit, American arts educators and artists also met with their Australian counterparts.

I am also here today with my son, Richard Francisco, whose school in Los Angeles benefits from Chapter 2 funds, and whose first question was whether the red light was a lie detector. [Laughter.]

I will treat it as if it is one.

We are here to assess the state of the arts in education and to take stock of what the national programs at the Center have accomplished, and I hope to consider how much more can be done.

Pablo Picasso said that every child is an artist. The problem is how to remain an artist once he grows up. The education program at the Kennedy Center was designed to nurture that creativity in all children and to help develop school environments that will allow each child to remain an artist as he or she grows up.

I would like to talk briefly this morning about what is happening in the States in the field of arts education, to describe how the Center fits into local efforts, and to suggest what more remains to be accomplished.

In preparation for this reauthorization, the Alliance for Arts Education, one of four educational program components at the Kennedy Center, conducted a survey of State education department arts specialists in all 50 States. I would like to submit the survey's findings and ask that they be made part of the record. You will see the results summarized in the chart displayed here.

Senator Pell. Without objection, it will be done.

Mr. Thomas. Thank you.

What is the state of arts education in the Union today?

First of all, I am happy to report that there is a tremendous amount of activity in the States. In 1980, only two States had a high school graduation requirement in the arts. Today, 27 States have such requirements.

Second, arts requirements encompass many art forms, not only visual arts and music. In Ohio, for example, certification in both dance and drama have been developed for teachers.

This is terrific news. But with the increase in arts education activity at the State and local levels, tremendous new burdens have been placed on local school districts to develop new curricula. In most instances, State education personnel have not been increased to handle expanding special responsibilities in the arts.

Where does the Kennedy Center Education Program fit into all this?

The late President John F. Kennedy had a magnificent vision of a national cultural center, one in which education played a key role. He envisioned what would become the Kennedy Center as playing a vital role "to stimulate the performing arts" and "to interact with the cultural life of communities across the country".

Our Nation is blessed with a rich cultural heritage which grows out of the diversity of people who make up our country. And our children have a right to this heritage—an appropriate place to make sure that they are given the basis for understanding and assuming their cultural heritage is the schools, where the appetite for culture can be whetted and the habit of being involved in their own culture can be formed.

The Kennedy Center's four education program components—the Alliance for Arts Education, the AAE; the American College Theater Festival, Programs for Children and Youth, and the National Symphony Orchestra Education Program—are each vital and critical resources to State education departments and local school districts across the country.

Since 1973, our Nation's millions of elementary and secondary students have benefitted from a unique public/private partnership on behalf of arts education, between Kennedy Center and the Department of Education. For 15 years, this partnership has helped students, parents, teachers, and State and local education department staff.

Let me cite only a few examples of the impact of the Federal government's support for these efforts at the Center.

In 1986, $907,000 in Federal funding was more than matched by $940,000 in private funds solicited by the Kennedy Center from corporations and foundations. $4.8 million dollars in local matching and in-kind support resulted in a six-to-one match for Federally appropriated funds.

Last year, three million students, their teachers and families participated in activities sponsored by the Kennedy Center Education Program across the country.

The Alliance for Arts Education is the only national network of volunteer parents, artists, and arts professionals working with teachers and school administrators to advance and improve arts education in our schools in accordance with local goals and mandates.

If I may go on just a little bit longer to the end.

The American College Theater Festival focuses on college and university students planning careers in the theater. I have been fortunate enough to be involved in three of these festivals at the Kennedy Center, and I highly approve of its goals. It is a wonderful way to send young people out into the world of the theater, and it makes a public statement. It says that we can, in a world that says "Fend for yourself", we can and are willing to provide at least a modicum of protection, guidance, and support for young people who want to make their living in the arts. Through doing that, we acknowledge that a life in a arts is a viable one in our society.

Programs for Children and Youth has presented free and low-cost performances for two million young people and their families since its inception. This year, 28 Imagination Celebration arts festivals for young people were held around the country.

The festival held earlier this month in Sydney, Australia is the first one held internationally.

As a concerned parent, a professional actor, and a citizen committed to the future of education in this country, I whole-heartedly applaud the efforts of our National Cultural Center to lend its resources and its commitment to quality to the demand for top-flight arts education across the country.

The Kennedy Center is a place where children can go to see the theater, but it is also a place where they can understand that it is in essence a community theater. It is a theater that serves the community of Washington, of course, but it also serves the Nation at-large, because it is a national center for the arts, and that makes a statement as well. It says: This is our Nation's Capitol. This is a large arts complex—but it is not only for Washington. It is for the people of the country as a whole.

This means the United States says yes, we have a culture, we acknowledge our culture, and it is important that our citizens partake of it.

The arts are a basic and undeniable element of our children's education. William Butler Yeats said: "In dreams begin responsibilities." The arts cannot be separated from the basics of education, but rather, they undergird and support all aspects of learning by stimulating creativity in problem-solving.

When I recently appeared in "Citizen Tom Paine" at the Kennedy Center, I saw history spring to life for students who attended specially-arranged matinees followed by a discussion of the play with me personally. Students' critical thinking in every subject, their moral and ethical responsibilities and sensibilities all benefit from the incorporation of the arts in school curricula from kindergarten through grade 12.

Now, the Kennedy Center can do more and is being asked continually to provide additional resources. The Center is the only arts institution developing original professional productions for children in all the arts that can tour to cities and towns across the country.

Gian Carlo Menotti, Jacques d'Amboise, Sara Caldwell—to name but a few—have been commissioned to create new works for young audiences. Additional funds are needed to take new works to other centers around the country.

In Washington, D.C., the Center's year-round schedule of free performances for young people can reach only one percent of the school population. Demand for performances, particularly for the annual Cultural Diversity Festival, outstrip available seats by a factor of five-to-one.

We just cannot disinherit young people in this country which the legacy which is theirs and which they have a right to inherit. Our society is made up of many great cultures, and the proper way for that to be presented to them, the gift of this rich cultural inherit-ance, is through education. Our children have just as much right to inherit those things as to inherit the skills that will help make them prosperous and successful people in business. They must also inherit those things that will help make them enlightened and wise human beings.

The Kennedy Center's Board of Trustees and professionals like myself are grateful for the Federal support that has been allocated to assist the Center's national education efforts.

A Federal program is needed to foster and maintain the interrelationship of the arts to education. It is only fitting that our Nation's culture center serve as the vehicle to place the best in arts programming in the hands of this country's most valuable asset—our children.

Thank you very much.

Senator PELL. Thank you very much.

[The prepared statement of Mr. Thomas, with an attachment, follows:]

THE JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

STATEMENT FOR THE RECORD

by Richard Thomas on behalf of the Education Program
The John F. Kennedy Center for the Performing Arts
Roger L. Stevens, Chairman

Submitted to the Senate Committee on
Labor & Human Resources
July 16, 1987

Accompanied by: Jack Kukuk, Director of Education,
Geraldine M. Otremba, Director of Operations,
Vivien Chen, Assistant Director, Alliance for Arts Education
Kristin J. Amundson, Editor, AAE Interchange

Re-authorization of the Arts in Education Program applicable to the John F. Kennedy Center for the Performing Arts; (Elementary and Secondary Education Act, Title III-C; Public Law 95-561).

Senator Pell and Members of the Committee, I am Richard Thomas, an actor by profession, and delighted to appear before you today on behalf of the Kennedy Center Education Program. The Arts in Education Act of 1978 affirmed the basic principles on which the Education Program of the John F. Kennedy Center for the Performing Arts was established five years earlier in 1973:

> "(A) the arts should be an essential and vital component of every student's education;
> "(B) the arts provide students with useful insights to all other areas of learning; and
> "(C) a Federal program is necessary to foster and maintain the interrelationship of arts and education."

From 1978 through 1981 funds were made available through Title III-C of the Elementary and Secondary Education Act to encourage states and local educational agencies to establish and conduct programs in which the arts were an integral part of school curricula. Since 1981 the federal mandate for arts education has been continued chiefly by funding provided through the Secretary of Education's Discretionary Fund to the Kennedy Center Education Program, whose earliest activities date from 1969 -- prior to the opening of the Center itself in 1971.

Purpose

The Center's commitment to the role of the arts in education for the country's 50 million elementary and secondary students and thousands of college students, teachers and other adults is based on the following principles:

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- the arts are a basic element of our children's total education
- the arts stimulate creativity in solving a wide range of problems and are critical to the development of moral and ethical sensibilities
- the arts are key if our schools are to nurture and develop creative leaders and citizens

Today, these goals continue to be carried out through the four components of the Kennedy Center Education Program: the Alliance for Arts Education (AAE), the American College Theater Festival (ACTF), Programs for Children and Youth (PCY), and the National Symphony Orchestra Education Program. Descriptions of these programs for FY 1986 are enclosed as Attachment A.

History

In 1973 the Center was invited by what was then called the U.S. Office of Education to form a unique public-private partnership on behalf of arts education that has, for fifteen years, provided national leadership to educators, parents, and state and local legislators. This partnership has served as a nationwide catalyst for significant private fund-raising and volunteer effort on behalf of the arts and arts education.

Federal involvement is recognized as a catalyst that stimulates and attracts significant state, local and private support. During FY86, $907,000 in federal funding was allocated to the Center's national education programs and $940,000 was contributed by corporations and foundations to Kennedy Center for these efforts, yielding $1.8 million in total program funding. This national funding, in turn, generated an additional $1.5 million in local cash support and $3.3 million of in-kind contributions around the country -- a 6 to 1 match for a modest federal investment. Since 1977, the continuing partnership between Kennedy Center and the U.S. Department of Education has enabled the Center to attract $5.4 million in private contributions for its national Education Program.

A summary of federal funding for the Center's education efforts is enclosed as Attachment B. A history of the partnership between the Kennedy Center and the U.S. Department of Education is enclosed as Attachment C. The Kennedy Center Corporate Fund statement for 1987 is enclosed as Attachment D.

The history of the Kennedy Center Education Program and, particularly the Alliance for Arts Education, demonstrates the wisdom of the commitment of Congress to arts education through the efforts of the National Cultural Center.

Reauthorization is, a time to assess, to evaluate the validity of goals and how well they have been served. One of the most difficult aspects to examining the progress made in our nation on behalf of arts education is the scarcity of national data and information. One of the primary responsibilities assumed by the alliance for Arts Education has been to serve as a focal point nationally for policy formulation, experimentation, information collection and dissemination, and implementation of successful arts education efforts at the state and local levels.

In preparation for today's hearing AAE conducted a survey encompassing 50 states in order to be able to report to the members of this Committee on the "State of Arts Education in the Union." The full results are outlined and tablulated in Attachment E, but I would like to highlight key findings. I should also point out that this is the first update to key arts education data since the Council of Chief State School Officers conducted its survey, Arts, Education and the States in 1984. Within the next two years, if funds were made available, the Kennedy Center Education Program would hope to mount a major, in-depth study to provide an on-going chart of the progress in arts education.

The chart I have brought with me today details the AAE findings for all 50 states but I would will summarize key facts for the record.

First, there is a tremendous amount of arts education activity in the states. In 1980, only two states had graduation requirements in the arts. Today, 27 states have such requirements. This represents a remarkable 25% increase from the results reported in 1984 by the Council of Chief State School Officers.

Secondly, the evidence of arts education curricula is more broadly based. The days when an arts requirement meant only art or music are behind us. In Ohio, for example, both dance and drama certification for teachers has been developed. In Illinois, the state Board of Education developed state goals for learning achievement in all curriculum areas, including fine arts.

It is essential that the federal government continue a leadership role on behalf of arts education. The national outreach effected by the Kennedy Center Education Program extends to every state in the Union and has the potential to provide arts education services to a much larger percentage of the school-age population than the 5% currently served. For many young people, schools constitute their only exposure to the arts because many families lack the financial, educational, intellectual, and physical resources to provide such opportunities.

Over the years, many organizations have been created to mobiize national, state and local resources on behalf of arts education. Only AAE has, however, continuously served the cause for 15 years and has earned the position of leadership it enjoys. It has worked regularly and closely with every major national education and arts education organization: Very Special Arts, the National Art Education Association, the Music Educators National Conference, the National Dance Association, the National Endowment for the Arts, the Council of Chief State School Officers, the National Association of Elementary School Principals, the National Association of Secondary School Principals, and the National School Boards Associations.

The AAE, as a key element of the Kennedy Center's Education Program, is the means created by the Board of Trustees with the Department of Education to continue a federal leadership role on behalf of arts education. The heartening results of the AAE Survey, "State of Arts Education in the Union", are exciting but the members of the Committee should also understand that the increased activity and commitment to arts education at the state and local levels have been achieved without a concurrent increase in state education department personnel with special responsibilities for the arts.

- 82% of all state education departments have full-time professional staffing in one or more arts diciplines.

- This staffing pattern has remained fairly consistant since 1984. The need to develop new curricula and graduation requirements in the arts have placed new burdens on local school districts. It is here that the Kenendy Center Education Program and AAE, in particular, have placed enormous national resources at the service of state and local school district arts planning. In fact, in virtually every state AAE state committee members actively assist with guiding, developing and implementing arts education policy and curriculum with state education department staff.

- In Minnesota, for example, the AAE Committee secured funds to develop a Comprehensive Planning Program that involves all segments of the community in local arts education planning. This model project has been adopted statewide and $5.0M were appropriated by the state legislature to implement the planning process. This same model has been adapted in Michigan and Illinois. This incredibly successful local effort began as an AAE model project at the state and local level.

PROGRAM IMPACT

Throughout its fifteen-year history the Kennedy Center Education Program has served as the only sustained national network of expertise and involvement on behalf of education in all of the arts and professional arts education for all students. Over the years, program staff have worked closely with the Music Educators National Conference, National Dance Association, the Council of Chief State School Officers and other organizations representing school administrators. The future needs of the field are being addressed through on-going consultation with the National Endowments for the Arts and Humanities, state and local arts agencies across the country, and organizations representing parents, teachers, and school administrators. As the only program that carries a specific federal mandate to serve arts education, the Kennedy Center Education Program carries a unique responsibility to exercise leadership for the field. For example, in October 1987 the Education Program will sponsor the Alliance for Arts Education National Summit Conference which will bring together the leaders of the AAE Network. The cumulative impact of this leadership and national outreach extends into every state and special jurisdiction in the Union.

HIGHLIGHTS OF NATIONAL OUTREACH

- During FY86 nearly 3 million students, teachers, and families participated in the Kennedy Center's Education Program through its three components -- the Alliance for Arts Education, the American College Theater Festival, and Programs for Children and Youth. The affiliation of the National Symphony Orchestra and Kennedy Center in 1987 will bring an additional 50,000 students into the scope of the Education Program's services.

- The Alliance for Arts Education is the only continuing national network of parents, teachers, artists, arts and school administrators committed to the advancement and quality of the arts in education. Under the leadership of the state AAE committees, 31 states have developed comprehensive state arts plans, and others are in development. The services provided by AAE include teacher training, recognition to teachers and administrators for superior service, information networks, leadership training, and arts festival planning.

- The American College Theater Festival has presented more than 125,000 talented students from colleges and universities across the country to audiences of approximately 8.5 million people. Numerous American College Theater Festival alumni have become professional playwrights, performers, directors, designers, and educators.

- Programs for Children and Youth presents and produces free and modestly priced performances in all the performing arts for young audiences and their families, approximately 2 million people since 1976. Outstanding performing artists from all over the country and several foreign nations have appeared at the Kennedy Center, and many have subsequently toured under Kennedy Center sponsorship to other parts of the country.

- Since 1977 there have been IMAGINATION CELEBRATION festivals in 17 states and the District of Columbia. During FY86,under the auspices of the Alliance for Arts Education, performances, workshops, and other arts events were enjoyed by more than 319,000 young people and their families in 24 cities around the country. In FY87, 28 Imagination Celebration festivals will be held.

- Teacher workshops in the arts at Kennedy Center have involved 13,500 educators since 1977.

- In FY87, a new series of arts seminars for adults, "Before the Show", will serve 1,500 people in the metropolitan Washingon area.

FUTURE NEEDS

For many years, the Kennedy Center has annually absorbed the increasing costs of many of the services and programs provided through its Education Program components and attracted major support from several corporations. Federal funding from the Department of Education increased 29% since 1977 while foundation and Kennedy Center Corporate Fund support for the Education Program has increased 300%. The Center has continued to commission and professionally produce new works for young audiences that have involved such outstanding artists as Gian Carlo Menotti, Sarah Caldwell, Jacques d'Amboise, Maurice Sendak, Leo and Diane Dillon. The program's impact nationwide is great but is still able to reach only about 5% of the school age population within current funding limits. If additional federal funding were allocated , the following could be accomplished:

Programs for Children & Youth

- IMAGINATION CELEBRATION, the Center's national children's arts festival, will be enjoyed by 40,000 young people both in free and ticketed school and public performances.
- In 1986 the Education Program's annual Cultural Diversity Festival presented Sojourner (about Sojourner Truth) and The Boy King, a new play that explored the early life of Dr. Martin Luther King, Jr. in order to mark the first national observance of his birthday. Public performances accommodated 5,000 people; more than 7,000 individual requests could not be fulfilled. School performances were attended by 7,000 students -- slightly more than 1% of the school population; 300 requests from young people's groups, ranging from church youth fellowships to scout troops, could not be accommodated. An additional 9,000 young people who wanted to see these productions were unable to.
- For the fall public performance series, 40,000 tickets were requested for 8,000 available free seats.

The Kennedy Center is currently reaching only 1% of the school population in the Washington, D.C. area with its outstanding performance. Additional funding of $100,000 would be needed to increase this to 10%.

Alliance for Arts Education

- IMAGINATION CELEBRATION is a festival that is enjoyed in 24 cities in 13 states. More than a dozen additional cities have asked to be included in this national outreach program but current resources do not permit expansion beyond present commitments. These additional sites would enable 300,000 more young people and their families to experience the quality arts programs intrinsic to an IMAGINATION CELEBRATION. Kennedy Center provides professional touring productions, financial support, technical assistance, and national visibility to local arts efforts. In Dallas, Texas, for example, 22 arts and education groups have joined together for the second year in a cooperative sponsorship called SHARE in order to plan, support and present the IMAGINATION CELEBRATION festival.
- Requests for support through the Alliance for Arts Education for summer teacher fellowships, regional training workshops, state committee operational grants and salary assistance grants are similarly greater than

funds will support. The ability to tour productions nationally and accompany these with teacher and student preparation materials and workshops is similarly limited.

- An additional $150,000 would allow AAE to plan and implement a much-needed five year update to the 1984 Council of Chief State School Officers report, Arts, Education and the States.

The Kennedy Center currently has 15 active requests pending for sponsorship of IMAGINATION CELEBRATION festivals in cities across the country. Additional funding of $150,000 would be needed to meet these pending requests in such cities as Minneapolis, MN.; Des Moines, Iowa; and Ft. Lauderdale, FL.

American College Theater Festival

- Participating schools for ACTF XIX have mounted a record 650 productions due to a number of factors, including the virtual elimination of the cost of transporting a production to regional and national festivals. The Kennedy Center secured a generous in-kind grant from Ryder Systems, Inc. that provided Ryder trucks free of charge to any college or university invited to regional or national festivals.

The arts are a basic and undeniable element of our children's education. The arts cannot be separated from the basics of education but, rather, undergird and support all aspects of learning by stimulating creativity in problem solving. When I recently appeared in Citizen Tom Paine at the Center, I saw history spring to life for the students who attended specially arranged matinees. Critical thinking, moral and ethical sensibilities all benefit from the incorporation of the arts in school curricula from K through 12.

The Kennedy Center's Board of Trustees and professionals like me are grateful for the federal support that has been allocated to assist the Center's national education efforts. A federal program is needed to foster and maintain the interrelationship of the arts to education. It is only fitting that our nation's Cultural Center serve as the vehicle to place the best in arts programming in the hands of this country's most valuable assets -- our children.

ATTACHMENT A

Kennedy Center Education Programming

As the national cultural center, the Kennedy Center has a unique responsibility to advance all the arts in the education of the nation's youth. To meet this challenge in 1986, the Kennedy Center Education Program sponsored performances and other events that reached more than 3 million people nationwide through three components: the Alliance for Arts Education, the American College Theater Festival, and Programs for Children and Youth. These programs were supported in part by a generous grant from the U.S. Department of Education and major private support from the Kennedy Center Corporate Fund as well as individuals, foundations, and other corporations. In August 1986, the Kennedy Center Education Program expanded to include the education programs of its newly affiliated organization, the National Symphony Orchestra, which benefitted nearly 49,000 young people. Each component works closely with Very Special Arts, an educational affiliate of the Kennedy Center.

Programs for Children and Youth is a production arm of the Education Program, providing more than 200 free performances and events to audiences of more than 60,000 at the Kennedy Center in 1986. Among these were the Fall Discover Series, Cultural Diversity Festival, and IMAGINATION CELEBRATION, the national children's arts festival.

Reflecting the Center's commitment to develop new works for young people, the Kennedy Center, through its Programs for Children and Youth (PCY), commissioned three new works in 1986: A Good Life, The Sorcerer's Apprentice, and Dick Whittington and His Cat, bringing to twenty-three the total number of Kennedy Center commissions. PCY also created a new Teen Acting Ensemble for advanced students, and its first Summer Drama Workshop, which gave forty students, between the ages of nine and nineteen, three weeks of intensive professional theater training.

The Alliance for Arts Education (AAE) is a national network of forty-seven volunteer committees in the states and special jurisdictions that develops and promotes the arts in the nation's educational systems. In 1986, seven arts educators were awarded Kennedy Center Fellowships for Teachers of the Arts, and a total of forty-five school principals and superintendents were cited for fostering the arts in their schools and school districts. AAE also coproduced, along with the White House Commission on Presidential Scholars and the National Foundation for Advancement in the Arts, the presentation and performance of twenty Presidential Scholars in the Arts in the Concert Hall.

Nationwide, AAE welcomed the participation of approximately 300,000 young people, families, and teachers to IMAGINATION CELEBRATION festivals at twenty-five sites in thirteen states and the District of Columbia in 1986. The number of new festivals doubled: festivals were held for the first time in Orange County, California; Colorado Springs, Colorado; Syracuse, Binghamton, and Buffalo, New York; and Portland, Maine.

AAE continued to reap rewards in its tireless efforts to ensure that the arts are central to a young person's education. Some of the most significant accomplishments in this vein at the state level include:

- The Minnesota state committee advanced legislation resulting in an allocation of $5 million for the biennium (FY 1985-87) for elementary school aid for the arts, a Comprehensive Arts Planning Program, and an arts high school resource center.

- Following the highly successful programming of an IMAGINATION CELEBRATION festival in 1985, the New York state committee received funding from the state legislature for $250,000 to replicate the Albany festival in Buffalo, Syracuse, and Binghamton. The funds will also be used to create a training videotape on how to develop these festivals, which are intended to show the arts as basic to the curriculum.

- The Washington state committee has developed a comprehensive Arts Enrichment Program that sponsors workshops for teachers on how to use the arts in the classroom. This program was a direct result of the Comprehensive State Arts Plan, a collaborative effort by the Washington AAE and the state department of education.

For the eighteenth year, the American College Theater Festival (ACTF) combined the efforts of theater educators and theater professionals to provide a national showcase for college theater. More than 13,000 students and 2,100 faculty members presented a record 587 college theater productions representing nearly 500 schools. More than sixty were selected for twelve regional festivals. Six finalists--four of them original scripts, the highest in ACTF history--were brought to Washington for the national festival at the Kennedy Center. Audiences across the country for all productions entered in ACTF XVIII totaled more than 1 million.

ACTF also cosponsored numerous awards programs in playwriting, design, criticism, acting, and theater administration. It cosponsored for the ninth year the Shenandoah Valley Playwrights Retreat in Staunton, Virginia, and selected nine college seniors for a career development symposium that culminated in showcases for producers and casting agents at the Kennedy Center in Washington and off-Broadway.

All components of the Kennedy Center Education Program are supported by an Educational Services division, which uses the performing arts resources at the Kennedy Center as the basis for workshops and other educational formats and events for teachers, parents, and the general public. In 1986 more than 2,200 teachers and more than 4,300 high school students were direct participants in these programs.

In 1986 the Kennedy Center Education Program gave the Frances Holleman Breathitt Award for Excellence to Jim Henson, creator of the Muppets, in recognition of his contributions to the arts and to young people. The Education Program also created the Jack Morrison Playwriting Fellowship, which provided support for an additional writer to attend the Shenandoah Valley Playwrights Retreat.

ATTACHMENT B

Funding: A Public-Private Partnership

The Kennedy Center has operated as a model of private sector support since its inception. In 1974 the Center agreed to pioneer a national awareness campaign about the importance of the arts to education in cooperation with the U.S. Office of Education. With strong personal support from succeeding agency heads, the importance of the Center's program nationwide has continued to grow. Federal funds for this purpose increased very little from 1974 through 1984; an increase in funding for Fiscal Year 1985 was more than matched by increased allocations from the Kennedy Center's Corporate Fund in FY86. Federal funding for the combined education activities at the Center totals $967,000 for FY87; the total funding for these programs was $2.6 million. Since 1977 the Center has raised substantial private funds to support the Education Program in the amount of $5.4 million.

Funding History

o FY69	Funding is obtained for American College Theater Festival prior to building opening.
o FY73	Office of Education provides Kennedy Center $421,000 for program development of the Alliance for Arts Education, a joint program of the U.S. Office of Education and Kennedy Center.
o FY74	Office of Education earmarks $500,000 salary and expense funds for national Alliance for Arts Education.
o FY75	Office of Education again earmarks $500,000, which was used to develop state-level Alliance for Arts Education committees under the aegis of Kennedy Center.
o FY76	Office of Education earmarks $633,306 for Kennedy Center for expenses of the Education Program to include Programs for Children and Youth and the National Committee, Arts for the Handicapped (NCAH). Of that total, $24,956 is designated for NCAH activities. In addition, Congress appropriates $750,000 for grants to state and local educational agencies under Section 409 of the Educational Amendment of 1974. The U.S. Office of Education assumes responsibility for obligated funds. Kennedy Center's National Education Committee reviews applications and makes recommendations to the Office of Education.
o FY77	Federal funds are earmarked for Kennedy Center ($750,000). Funds are earmarked separately for National Committee, Arts with the Handicapped--a program for arts education initiated in 1985 by Kennedy Center's Alliance for Arts Education ($250,000). Kennedy Center allocates $200,000 in private sector support for its arts-in-education efforts through the Kennedy Center Corporate Fund.

- FY78 Kennedy Center federal funding level remains at $750,000; Corporate Fund support is increased to total $250,000. Congress increases appropriation for NCAH to $500,000.
- FY79 Kennedy Center federal funding remains at $750,000; Corporate Fund support is increased to $450,000. Congress increases appropriations for NCAH to $1.5 million.*
- FY80 Kennedy Center federal funding remains level at $750,000; Corporate Fund support continues at $450,000; other non-federal support is $148,000.
- FY81 Kennedy Center federal funding is reduced to $675,000 as a result of federal government cutbacks. Corporate Fund remains at $450,000; other non-federal support is $158,157.
- FY82 Kennedy Center federal funding remains at $675,000. Corporate Fund increased to $500,000. Other non-federal funds increase to $231,100.
- FY83 Kennedy Center funding remains at $675,000. Corporate Fund remains at $500,000. Other non-federal funds increase to $257,896.
- FY84 Kennedy Center federal funds remain at $675,000 level. Corporate Fund remains at $500,000; other non-federal funds increased to $276,986.
- FY85 Kennedy Center federal funding increases to $907,000. Corporate Fund is reduced to $450,000 because of the loss of ACTF major corporate sponsor. Other non-federal funds are reduced to $193,500 because of free distribution of ACTF tickets.
- FY86 Kennedy Center federal funds remain at $907,000. Corporate Fund increases to $730,000. Other non-federal funds are increased to $204,000..
- FY87 Kennedy Center federal funding is increased for inflation to $967,000. Corporate Fund and other private funds (including the funds for the National Symphony Orchestra Education Program) are budgeted at $1,674,925.

*After FY79, the NCAH appropriation is totally separate and is not reported here for subsequent years.

The Kennedy Center's Education Program has been a national catalyst for the past 15 years on behalf of arts education. It has fulfilled its Congressional mandate to educate the nation's young people by creating an active partnership with the states, by supporting and spurring volunteer efforts, by seeking participation from parents and educators, and by substantially increasing private funding on behalf of arts education. The Center's efforts are viewed as a model of cooperation between the world of performing arts and education.

ATTACHMENT C

Partnership between the Kennedy Center and the U.S. Department of Education

The Kennedy Center was designated by Congress as the national cultural center in 1958. The broad social purposes the Center was intended to fulfill include a specific mandate to "develop programs for children and youth. . . designed specifically for their participation, education and recreation" (Section 4, P.L. 85-874, September 4, 1958, as amended). The Kennedy Center was constructed with private monies, federal matching funds, and borrowing authority in the form of federal revenue bonds. The programming mission of the Center as outlined in Section 4 has, however, been carried out virtually in its entirety through the Center's box office income and substantial private contributions. It has been the sense of the board of trustees and the Center's Congressional oversight committees that the federal government's appropriate role at the Center was to help build and maintain the Center but to keep federal funding separate from performing arts programming. The Kennedy Center is, therefore, partially maintained by the Department of Interior by virtue of its status as a presidential memorial. Until its recent successful application to the National Endowment for the Arts for a challenge grant to be used for the establishment of a permanent endowment, the Kennedy Center has neither applied for nor received performing arts programming funds from the federal government, other than funds allocated by the Department of Education for the Center's national education program.

Since 1973 the Center's educational program has, however, received funding from what is now the U.S. Department of Education. This funding resulted from an invitation extended by Sidney Marland in his role as assistant secretary for education and also as an ex officio member of the board of trustees of the Center. Dr. Marland proposed a joint program between his agency and the Center that would enable the Center's performing arts programming and services to be made available to students and their families throughout the nation. Dr. Marland's invitation was accepted by the full board of trustees, and educational programming at the Center, in addition to the American College Theatre Festival, was initiated with the establishment of the Alliance for Arts Education, separate funding for which was authorized under in 1978 P.L. 95-561. (The American College Theater Festival, an education program of the Kennedy Center, had begun in 1969 in cooperation with the American Theatre Association to provide a national showcase for college theater arts.) The National Symphony Orchestra Education Program came under the administration of the Kennedy Center's Education Program as a result of the affiliation of the two organizations in FY87.

A brief description of the members of the Center's board of trustees might clarify how this important joint venture was first established. The Center's board is composed of forty-five members. Thirty are citizen trustees appointed for ten-year terms by the president of the United States. The remaining fifteen members are public officials, including ex officio representatives from such key executive departments as the Departments of Education and Health and Human Services as well as the Smithsonian Institution and the Library of Congress. This group also includes three members of the Senate and three members of the House of Representatives, appointed by their leadership: Senators Edward M. Kennedy, James A. McClure, and Lowell P. Weicker; Representatives Joseph M. McDade, Charles Wilson, and Sidney R. Yates.
The Department of Education has been represented for the past two years by Lawrence Davenport, assistant secretary for elementary and secondary education.

[NOTE: Due to printing limitations, additional attachments accompanying this statement were retained in the files of the Committee.]

Senator PELL. Mr. Peterson? I would add that you are Senior Vice President and General Manager, School Division, Scott, Foresman and Company, representing the Association of American Publishers.

Mr. PETERSON. Correct. Good morning, Mr. Chairman, Senator Stafford. I am Richard Peterson, Senior Vice President and General Manager of the School Division of Scott, Foresman and Company, a major publisher of elementary, high school, college textbooks and other instructional materials.

I appear here as Chairman of the School Division of the Association of American Publishers, a group of 48 educational publishers, large and small, located across the Nation, who publish most of the instructional materials used in America's classrooms. We are the leaders in the development of high-quality, innovative textbooks and supporting programs to educate the Nation's children.

We come here today, Mr. Chairman, to commend you for your continuing commitment to the cause of education in general, for your introduction of S. 627 to reauthorize ECIA, and specifically for S. 627, the Targeted Education Assistance Act. This measure will infuse Chapter 2 with the emphasis and vigor it needs to achieve maximum success.

In our written statement, that I submit for the record and ask that you read, we have supported numerous provisions and also recommended a number of changes in S. 627 and other related pending education bills, some of which I will touch upon in a moment.

But first, I would like to focus my presentation this morning on several broader and essential points.

There is a common misconception that publishers simply manufacture books. This is not the case. In fact, we leave the manufacturing to others. Our mission is, based on the latest and most extensive education research, to work closely with the States, local communities, with school administrators, teachers, parents and children to develop for America's classrooms the kind of quality educational materials that will assist teachers in preparing this generation and generations to come for productive and rewarding lives. This is a rigorous interactive process which requires extensive investment on our part.

Full-fledged participants in the education of American youth, educational publishers have not only an intense interest in the quality of that education, but a front row seat into how well government at every level acts to maintain and improve that quality.

It is from this perspective that we appear before you today with some thoughts on the Federal government's role.

"A Nation At Risk" underscored the sad fact that expenditures for textbooks and other instructional materials have declined by 50 percent over the past 17 years. Instead of the recommended 5 to 10 percent of operating costs being devoted to instructional materials, the report found that instructional materials made up only seven-tenths of one percent of the education budget—hardly a satisfactory response to excellence in education.

Let me tell you what this means in real terms. In Utah, for example, teachers are digging into their own pockets to provide necessary school supplies to keep the schools going. One of the reports

I read showed that Utah teachers have spent over $7 million of their own hard-earned money, almost $363 per person, to help improve the quality of education. This is a deplorable situation that all levels of government ought to address.

We recognize that the Federal government's education budget is only a small percentage of the ultimate spending by State and local governments for education. But the Federal government's role is crucial, for it provides leadership to State and local communities in meeting national and their own crucial educational needs.

S. 627 manifests that leadership by specially targeting Federal resources to meet particularly pressing educational priorities, two of which I want to single out—the shame of illiteracy and the human tragedy of dropouts.

Congress can render few services to the Nation more important than addressing these problems meaningfully.

Now let me briefly turn to some comments on the specifics of the legislation. First, we endorse Subchapter E, School Library Resources, of S. 627 and urge its inclusion in any measure reported by the Committee. We suggest including in the Committee report emphasis on the meaning of Section 584(a)(2), that instructional materials be suitable for use in "providing education in academic subjects." Unfortunately, several years ago, the Education Department mistakenly issued regulations, later rejected by Congress, which would have permitted the use of these funds for nonacademic items such as gym mats and parallel bars.

We also support Section 7, which would create a new Subchapter C, to improve the basic literacy skills of students and adult population. We suggest adding a new paragraph to the proposed Section 579(a), Paragraph 6, which would say "providing instructional equipment and materials including software"—the same language as in Section 575(a)(4).

This is needed because proposed Subchapter E provides only for children and teachers and not adult learners, whose requirements are quite different.

Finally, there is no mandate for parental and community involvement in Chapter 2 at the local level, as there is at the State level, and it is at the local level where the program reaches the child.

We urge the Committee to explore with education interest groups and the Department of Education how such a provision might most effectively be crafted.

There are a number of other provisions on which we wish to comment, and they are included in our written testimony.

I want to thank you for this opportunity to provide you with the views of the AAP School Division and for the Subcommittee's laudable efforts to reauthorize the landmark Elementary and Secondary Education Act or, as it is more recently known, the Education Consolidation and Improvement Act.

I will be pleased to respond to questions.

Senator **Pell**. Thank you very much, Mr. Peterson. I hope you will give my best wishes to Ambassador Veliotes. I admire your organization.

Mr. **Peterson**. I certainly will. Thank you.

[The prepared statement of Mr. Peterson follows:]

Testimony of the Association of American Publishers, Inc.
before the
Senate Subcommittee on Education
of the
U.S. Senate Committee on Labor and Human Resources
on the
Reauthorization of the Education Consolidation and Improvement Act
July 16, 1987

My name is Richard Peterson. I am the Senior Vice President and General Manager of the School Division of Scott, Foresman, and I appear here today as Chairman of the School Division of the Association of American Publishers. The Association of American Publishers (AAP) is the general association of book publishers in the United States. The 48 members of AAP's School Division publish the majority of the instructional materials used in the nation's elementary and secondary schools.

Introduction

> "Expenditures for textbooks and other instructional materials have declined by 50 percent over the past 17 years. While some recommend a level of spending on texts of between 5 and 10 percent of the operating costs of schools, the budgets for basal texts and related materials have been dropping during the past decade and a half to only 0.7 percent today." A Nation at Risk: The Imperative for Educational Reform. The National Commission on Excellence in Education.

There can be little question, as A Nation at Risk and other reports indicate, that the purpose of Chapter 2, ECIA, continues to be needed. We believe that the Targeted Educational Assistance Act (S-627) introduced on March 3 by Sen. Claiborne Pell will give to Chapter 2 the focus, the emphasis and the vigor which it requires for maximum success and to correct perceived shortcomings which have become apparent since its enactment in August of 1981. Our testimony will deal with specific provisions of S-627, as well as specific provisions of the Administration's bill, which we favor in part and which we oppose in part.

We are particularly heartened that S-627 does not seek to use Chapter 2 as a vehicle for new programs, thus diluting its effectiveness. We concur with the observation of the American Association of School Administrators that "if Congress wishes to authorize new programs, those new programs should be funded directly through new appropriations and not by means of Chapter 2 funds."

Chapter 2 exerts a significant leverage for quality in the nation's schoolrooms. As the National Commission on Excellence in Education pointed out, only some 0.7% of elementary-secondary education spending is for texts, much less than the recommended level of between 5% and 10%. And these figures do not include what teachers and parents spend from their own pockets for instructional materials. For example, as recently reported by the National Education Association, the Utah Education Association in a survey of its members found: "Teachers in Utah dig deep into their own pockets to provide necessary school supplies. Utah teachers are providing $7.25 million of their own money--$463.45 each--to keep the schools going."

In addition, up-to-date school library resources are essential to producing literate and informed citizens. As this Committee itself noted in its 1965 report on the Elementary and Secondary Education Act, "Quality in school library programs is directly related to academic achievement, to remaining in high school, and to continuing in college."

(more)

The knowledge explosion and new technology have increasingly resulted in tomorrow's adults being trained with yesterday's tools because classrooms and libraries are obliged to function with out-of-date books. Teachers and students deserve the best tools available. Chapter 2 is an area where the Federal dollar does make a difference.

For these reasons we strongly endorse Subchapter E (School Library Resources) of S-627, and urge its inclusion in any measure reported by the Committee. We wish to suggest including in the Committee report emphasis on the meaning of the language in Sec. 584(a)(2) which stipulates that instructional materials be suitable for use in "providing education in academic (emphasis ours) subjects..." Unfortunately, several years ago the Department of Education mistakenly issued regulations, later rejected by Congress, which would have permitted use of "academic" funds for gym mats, parallel bars, etc. We hope that clear Committee report language would confine the imaginations of the regulation writers to the actual intent of Congress.

Programs to Combat Illiteracy

> "Some 23 million American adults are functionally illiterate by the simplest tests of everyday reading, writing, and comprehension. About 13 percent of all 17-year-olds in the United States can be considered functionally illiterate. Functional illiteracy among minority youth may run as high as 40 percent." *A Nation at Risk: The Imperative for Educational Reform*. The National Commission on Excellence in Education.

(more)

We also particularly favor the purposes and direction of Sec. 7 of S-627 which would create a new Subchapter C (Programs to Combat Illiteracy) with a purpose "to improve the basic literacy skills of the student and adult population." Our support of Subchapter C is consistent with our long-time strong efforts for universal literacy. The sad statistics of the numbers of Americans who cannot read simple instructions, the rejections for military service because of limited reading ability, and the high rate of illiteracy among those imprisoned for crime argue for a concerted effort against illiteracy.

We do suggest an amendment. Add to the proposed Sec. 579(a) a new paragraph, as follows:

> "(6) providing instructional equipment and materials, including software."

This is the same language as that in Sec. 575(a)(4) of S-627. In urging adoption of this amendment, we note that the proposed Subchapter E (Sec. 584(a)(1)) of S-627 provides only for "children and teachers" and does not include adult learners whose requirements for learning materials are usually quite different from those of children.

Community and Parental Involvement

> "Parental involvement helps children learn more effectively." What Works, Research About Teaching and Learning. U.S. Department of Education.

ECIA Sec. 564(a)(2) provides for "active and continuing consultation" at the state level on the "planning, development, support, implementation and

(more)

evaluation" of Chapter 2 programs by the community and by parents, among others. However, there is no mandate for parental and community involvement in Chapter 2 at the local level. And it is at the local level where the programs reach the child.

The Council of Chief State School Officers has found that "parental involvement is essential to the success of Chapter 1." This applies also to Chapter 2 not only because such involvement enhances the education of the child and can sharpen the intellect of the parent, but also because parental and community involvement provide an important checks and balances factor.

Since Chapter 2 programs at the local level are different both in size and scope from state Chapter 2 programs, provision for parental and community involvement need not necessarily follow the legislative pattern of Sec. 564(a)(2). We urge the Committee to explore with education-interest groups and the Department of Education how such a provision might best be crafted.

National Cooperative Education Statistics System

> "...we believe the Federal Government's role includes several functions of national consequence that States and localities alone are unlikely to be able to meet...collecting data, statistics, and information about education generally..." A Nation at Risk: The Imperative for Educational Reform. Report of the National Commission on Excellence in Education.

We support Part III of the Administration's bill which would amend Sec. 406 of the General Education Provisions Act (GEPA) to establish within the Center for Education Statistics a National Cooperative Education Statistics System to "produce and maintain, with the cooperation of the

(more)

States, comparable and uniform educational information and data that are useful for policymaking at the Federal, State, and local level." Enactment of this provision would be helpful not only to education professionals, but also to state and local governing bodies and parents and the general public as well.

We are particularly pleased that this provision recognizes that producing and gathering useful data is not brought about by the wave of a wand. Part III mandates that the Secretary provide technical assistance to the states and implement standard definitions and data collection procedures. The Secretary is also given authority to conduct related research, development, demonstration activities. This is a necessary complement to the mandated activities and we urge that the Committee stress this in its report and, in future years, as part of its ongoing oversight function, monitor this provision.

Inexpensive Book Distribution Program

> "Books should be a part of every child's life. They should occupy a central place in home and classroom alike." First Lessons, A Report on Elementary Education in America, Secretary of Education William J. Bennett.

Sec. 1039 of the Administration bill would amend ECIA Sec. 583(b) to delete the mandatory setaside for the Inexpensive Book Distribution Program administered by Reading is Fundamental and substitute an optional authorization. The AAP opposes this change.

(more)

As this Committee knows, this is a 50-50 matching program, first written into the law in 1975, wherein, through contract with Reading is Fundamental, books are distributed to students in pre-elementary, elementary or secondary schools through gift, loan or sale at a nominal price. The law requires that books must be purchased from publishers and distributors at discount prices. Because of the matching and discount provisions, it is a program which can properly boast of "more bang to the Federal buck". We support continuation of the program as presently written in the law. Its effectiveness has been well demonstrated and it merits extension without alteration.

Supplement, Not Supplant

> "The cornerstone of ESEA and similar Federal aid-to-education programs is the premise that Federal aid must supplement--not supplant--State and local expenditures." House Report 95-1137.

We are also particularly concerned about Sec. 1040 of the Administration's bill (S-594) which would amend Sec. 585(b) of ECIA to permit a waiver of the well-established principle that Federal education funds must be used to supplement, and not to supplant, state and local expenditures. Adoption of such a waiver would be a mischievous precedent which could well undermine the structure of Federal aid to education.

(more)

As the House report quoted above states, the cornerstone of education aid programs is the premise that Federal aid must supplement--not supplant--state and local expenditures. ECIA funds are designed not to relieve states and localities from their responsibilities, but rather to enhance their ability to provide wider and better education services. Federal dollars are meant to represent an additional effort for the target children and not as a device to permit local and state authorities to direct funds to other pressing needs. We urge rejection of the proposed amendment to Sec. 585(b).

School Improvement Act (HR 5)

We are pleased to note that in the rewriting of Chapter 2 by the House, Sec. 1532 of HR 5, in Subsection (d), singles out "Instructional and Educational Materials Improvement" as a principal element of expenditure of funds by local education agencies. We note particularly the observation in the House report that "Studies of the program and State reports submitted to the Committee make clear that the program has enabled school districts to strengthen their instructional programs in ways they could not have done without this support--purchasing essential instructional materials and equipment, enhancing the quality of school libraries..."

We are concerned, however, that the adjective "innovative" in paragraph (1) of subsection (d)* might be interpreted in regulations or practice in too restricted a manner. While the fables of Aesop, poems by Longfellow or Frost, or the Constitution are basics of a quality education, regulation writers or educators could well question whether these--or any of the classics themselves--are "innovative". Substitution with the adjective "quality" would prevent such misinterpretations and permit the acquisition and use of materials, such as the Constitution in this bicentennial period, which are not necessarily "innovative," but are essential to quality learning. This would also be consistent with the language in Subsection (a) ("General Provision") of Sec. 1532 that funds be used "to promote educational excellence by enhancing the quality and effectiveness of the instructional programs and materials."

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*Sec. 1532(d)(1) "Funds may be used to support innovative instructional programs, curricula, library books, and reference and other materials..."

Conclusion

> "Next in importance to freedom and justice is popular education, without which neither freedom nor justice can be permanently maintained." President James A. Garfield

> "Education, more than any single force, will mold the citizen of the future. The classroom, not the trench, is the frontier of freedom..." President Lyndon B. Johnson

While we have confined our testimony specifically to the details of ECIA Chapter 2, we wish to stress that the schoolbook publishing community also supports Chapter 1 and recognizes the need for this program which has for more than a score years proven its worth in the education of disadvantaged children. We leave to other witnesses more experienced than we in the daily working of Chapter 1 to detail to the Committee how the program might best be enhanced.

Senator PELL. Mrs. Richardson? I would add that she is here as Chairman of the Board of Reading is Fundamental, and in addition, I am very glad to say she has very old and distinguished roots in Rhode Island.

Welcome, Mrs. Richardson.

Mrs. RICHARDSON. Thank you, Mr. Chairman, and thank you for the opportunity to testify on behalf of Reading is Fundamental, RIF, to testify for the reauthorization of the Inexpensive Book Distribution Program.

RIF operates this program under contract to the Department of Education. In 1981, ECIA authorization in Chapter 2, the Secretary's discretionary fund provides: "From the funds reserved for this section, the Secretary shall first fund the Inexpensive Book Distribution Program, as carried out through Reading Is Fundamental, at least at the level of operation during fiscal 1981."

Congress thus assured continuity and continuation of the book program by mandating the Secretary to fund the program, providing a funding floor, and by specifying that RIF operate the program. Congress also authorized such sums as may be necessary to be appropriated for the program.

Reading Is Fundamental respectfully urges Congress this year to reauthorize the book program and to retain the mandate, the reference to Reading Is Fundamental, and a funding floor. We request that the floor be updated to the level of operation during fiscal 1987.

There are local book projects in all 50 States and the U.S. Possessions. They receive no funds for staff or administration, only monies for books for children. Volunteers operate the projects.

The mandate and the funding floor provide the continuity needed to retain the volunteer network, grassroots support, that make the book program so cost-effective.

Last year, this support helped RIF to reach more than two million children at the remarkably low cost to the government of $3.36 per child. The mandate and the floor also protect the book program from serious disruption—from changing priorities as department staff change, and such unforeseen events as the litigation between the Department of Education and the Chicago Board of Education, during which all nonmandated discretionary funds were frozen.

In creating the book program in 1976, Congress actually used RIF as the model. In all subsequent legislative history, Congress has made clear its intent that RIF should operate the program.

The specific Chapter 2 reference to RIF simply reiterates Congressional intent and further assures the program's success. RIF has in place a nationwide network of 3,100 projects and 86,000 volunteers, of whom 35 percent are parents, more than 9,300 local businesses and other organizations who aid the grassroots projects, nationally-negotiated book discounts with 357 book suppliers, and a trained staff and streamlined system for operating the program.

RIF also provides the book program a range of privately funded services, such as workshops and materials for parents.

Annually, RIF and its local projects bring to the program about $3.00 in funds, goods and services for every $1 of federal funds.

Thanks to the care with which Congress drafted past legislation, all of this adds up to a lowcost program, able to get millions of children to read, at a negligible cost to the taxpayer.

Major recent studies emphasize the importance of access to books, books in the home, motivation, and parental involvement if our children are to grow up reading.

RIF and the book program include all these things, providing activities in an atmosphere that make children want to read, making it possible for them to have books of their own choosing to take home, to keep and to read, and involving parents in the process.

In the decade since the book program began, RIF has brought more than 72 million books into American homes. And in that decade evidence has continued to mount that the book program improves children's attitudes toward reading, the amount of time they spend reading, their use of the library, their reading abilities, and parents' involvement in their children's education.

Typical of the comments we receive is one from the RIF Coordinator in West Warwick, RI: "We have found that reading levels have risen since RIF was established in our school." And a parent in Arlington, Vermont observed: "I have seen students who normally do not read or possess books filled with pride and reading their RIF books."

This Committee knows only too well the extent to which our children are in danger of reaching adulthood without adequate reading skills. Through RIF, the book program is the only nationwide program of its magnitude working to prevent illiteracy.

The United States is much concerned about competitiveness, and there is near universal agreement that adequate education of our children is the key to our ability to compete.

Reading is, of course, the essential foundation for all education. Children in RIF projects know that reading is fun. Because they want to read, they do—a lot.

Because the book program, as operated by Reading Is Fundamental, is a proven, lowcost and effective means to get children to read, we respectfully urge the Congress to reauthorize the Inexpensive Book Distribution Program, to follow Congressional precedents already set with bipartisan support by: mandating the Secretary of Education to fund the IBDP as operated by Reading Is Fundamental at least in amounts necessary to sustain the activities at the fiscal 1987 level of operations.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Mrs. Richardson.

[The prepared statement of Mrs. Richardson follows:]

Statement for the Record

by

Mrs. Elliot L. Richardson, Chairman
READING IS FUNDAMENTAL, INC.

600 Maryland Avenue, S.W. -- Suite 500
Washington, D.C. 20560
(202) 287-3371

for the

Senate Education, Arts and Humanities Subcommittee

Regarding:

Reauthorization of Chapters 1 and 2
of the
Education Consolidation and Improvement Act

July 16, 1987

STATEMENT OF MRS. ELLIOT RICHARDSON
CHAIRMAN OF THE BOARD, READING IS FUNDAMENTAL, INC.

RE: INEXPENSIVE BOOK DISTRIBUTION PROGRAM, ECIA, CH. 2, D, SEC. 583(b)(1)

Reading Is Fundamental, Inc. (RIF) appreciates the opportunity to present testimony on reauthorization of the Inexpensive Book Distribution Program (IBDP). RIF operates the IBDP under contract to the Deppartment of Education. The IBDP makes it possible for RIF to develop reading motivation programs and to match local funds for the purchase of books for children.

Present Authorization Includes Mandates

The IBDP is authorized in the ECIA, Chapter 2, D, Sec. 583(b)(1) which reads: "From the funds reserved for the purposes of this section, the Secretary shall first fund -- (1)the Inexpensive Book Distribution Program (as carried out through 'Reading Is Fundamental') . . . at least in amounts necessary to sustain the activities . . . at the level of operation during fiscal year 1981 . . ."

Thus in reauthorizing the IBDP in 1981 the Congress included wording to assure continuity and continuation of the IBDP by: (1)mandating the Secretary to fund the IBDP, (2)to fund it at a floor of no less than the 1981 level, and (3)to fund it "as carried out through 'Reading Is Fundamental'." The Congress, additionally, authorized "such sums as may be necessary" to be appropriated for the duration of the 1981 Act.

Administration Proposal

The Administration has proposed reauthorization language asking Congress to abandon the mandate, the funding floor, and the reference to Reading Is Fundamental. The Administration's proposed language simply asks that the Secretary be authorized to operate the IBDP -- in other words, leaving the future of the program entirely to the discretion of the Secretary of Education.

Reading Is Fundamental Recommends the Following:

Reading Is Fundamental respectfully urges the Congress to retain the essentials of the 1981 IBDP authorization: the mandate to fund, the reference to Reading Is Fundamental, and the funding floor. We request that the floor be updated to "the level of operation during fiscal 1987," and that the authorized appropriations be continued as "such sums as may be necessary."

I. THAT THE CONGRESS CONTINUE THE MANDATE TO FUND THE IBDP:

- To insure continuity vital to retention of a widespread, varied, grassroots volunteer network: Some 86,000 citizens from all walks of life (35% of them parents of children served) volunteer to operate IBDP programs. Local IBDP programs receive no overhead for paid staff or other administrative purposes. They receive only funds for books for children. Any break in the program would result in a dismantling of the volunteer network and seriously jeopardize the cost effectiveness and success of the IBDP.

- To protect this highly successful program from vulnerability to varying priorities of changing Departmental staff and officials and from damaging effects of unrelated and unpredictable events such as recent protracted litigation involving the Department of Education and the Chicago Board of Education: Although the case had nothing to do with the IBDP/RIF, only the mandate shielded the IBDP from serious disruption and possible elimination when other funds for this section of the ECIA were frozen.

- To assure continuance of a proven and successful program that:

  * Gets children to read: We are grateful for this Committee's consistent efforts to increase literacy among America's young

people. We are pleased to be able to report back to you that the IBDP is turning millions of youngsters into readers throughout the 50 states, District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

Since Congress established the IBDP in 1976, the IBDP has consistently received high marks for its success in getting children to read -- from educators, parents, public officials, local citizens, and the Congress itself. Through the years, evidence has mounted that this low-cost program achieves remarkable results in improving:
-- Children's attitudes toward reading
-- Amount of time they read
-- Use of libraries
-- Reading abilities
-- Parents' involvement in their children's education
A 1986 survey of local projects resoundingly reconfirmed these results of the IBDP.

The IBDP reaches young people during their critical years of learning, helping them to acquire that most basic of all skills: reading. It does so by providing activities and an atmosphere that makes children want to read. Then it goes a step further by making it possible for them to have books of their own -- books they choose because they like them -- to take home, to keep, and to read. And it involves parents in the process.

A number of recent research studies have underscored the effectiveness of this approach. The NIE's Becoming a Nation of Readers, and the Education Department's What Works both note that providing youngsters with easy access to books of interest to them is an essential step toward literacy. The reports also emphasize the value of freedom of choice, books in the home, providing motivation to read, and parental involvement -- all key ingredients of the IBDP.

* Enjoys widespread grassroots support: A network of more than 3,100 community-based projects reaches children in some 10,000 locations, including schools, libraries, day care centers, migrant labor camps, centers for the handicapped, hospitals, Indian reservations, juvenile detention centers, housing projects, programs for immigrants, and other places where children congregate. Thus, the benefits are multiplied because the IBDP is reaching children in a variety of settings, in and out of school.

  Local citizen volunteers make all the important decisions about the operation of their IBDP/RIF projects: which books to purchase with the IBDP matching funds, which children to serve, and what activities to offer to reinforce interest in reading. And more than 9,300 local businesses and organizations aid the programs with volunteers, funding, and goods.

  The program's reputation for success generates extraordinary local demand for the IBDP. Our mail tells us that, were sufficient funds available, RIF could easily reach as many as 700,000 additional children each year.

* Is Low Cost, Cost-Effective Program, Reaching 2 Million Plus Children: Last year RIF and the IBDP reached more than 2 million children at the remarkably low cost to the government of $3.36 per child. Further, this effective partnership between the Federal government, the grassroots volunteer network, and Reading Is Fundamental has served as leverage to multiply the Federal effort. We estimate that RIF, its local projects and its private sector partners bring about $3.00 in private funds, goods and services for every $1 of Federal IBDP funds. All of this adds up to a low-cost program which makes it possible to reach large numbers of children at a negligible cost to the government.

II. THAT THE REFERENCE TO READING IS FUNDAMENTAL BE RETAINED

By including in the 1981 ECIA a specific reference to Reading Is Fundamental, Congress at once reiterated clear Congressional intent and assured continuity and cost-effectiveness of the IBDP.

- o When Congress established the IBDP in 1976, it modelled the program on the successful, then decade-old, Reading Is Fundamental.
- o Both in the 1976 and subsequent authorizations and in appropriations legislative history, the Congress has made clear its intent that the IBDP is to be operated by Reading Is Fundamental.
- o RIF has operated the IBDP for 10 years. RIF has in place: a well-refined streamlined system to provide book funds for the local IBDP projects. (Local projects receive no funds for overhead); a nationwide network of 86,000 volunteers; nationally negotiated agreements between RIF and 357 book suppliers for special services and book discounts to local projects; an experienced and trained staff to provide technical guidance on reading motivation and program operations to local volunteers.
- o RIF is able to bring to the IBDP a range of privately-funded programs, materials and services. At no cost to the government, for example, RIF has brought to IBDP projects materials and workshops for parents, donated books, a national reading incentive program, a national poster contest, a public service media campaign, and other goods and services.

III. Reading Is Fundamental Recommends CONTINUATION OF THE FUNDING FLOOR, AND THAT THE FLOOR BE ESTABLISHED AT THE FISCAL 1987 LEVEL OF OPERATIONS

Like the mandate, the funding floor is needed:

- o To assure a degree of stability to the volunteer-operated, grassroots IBDP projects: In establishing a funding floor the Congress ensured that at least a guaranteed minimum funding would be available, assuring uninterrupted services to the children in local projects. This guarantee, like the mandate, has provided continuity at the local level for volunteers. Volunteers are essential to the program. Interrupted funding would likely result in a loss of the volunteer network so carefully developed over the years. Once dispersed, they are not easily regrouped.
- o To protect the IBDP from the most severe effects of unforeseen situations like the Chicago Board of Education case described above: During the years in which this case was in the courts, the funds in the Secretary's Discretionary Fund were frozen for the most part. But funding of the IBDP continued, thanks to the funding floor Congress had written into the law.

For Fiscal 1987 Congress appropriated $7.8 million for the IBDP. RIF recommends that the Congress establish a funding floor of at least the 1987 level of operations.

IV. THAT THE AUTHORIZED LEVEL BE "SUCH SUMS AS MAY BE NECESSARY"

By authorizing "such sums as may be necessary," the 1981 legislation gave Congress the flexibility to respond in subsequent appropriations with expansion of the program as Congress saw a need and as funds were available. We respectfully recommend continuation of the "such sums as may be necessary" wording.

IBDP Books Inspire More and Better Reading

This Committee knows only too well the tragic consequences of illiteracy and the extent to which our children are in danger of reaching adulthood without adequate reading skills. Prevention is clearly less costly than remediation. Through RIF, the IBDP is the only nationwide program of its magnitude working to prevent illiteracy. Since RIF's founding in 1966, RIF has brought more than 78 million books into

American homes. Of these, 72 million books have been placed in the hands of children through the IBDP.

A sampling of comments from local citizens indicates that with help from the IBDP, children can and do read:

"Attitudes toward reading have changed. Reading scores rose last year," says a teacher in Providence, R.I. "Everyone involved in our RIF program gives 110 percent because they know how much the children enjoy the books they receive," says a PTO-member in Warwick, R.I.

"I have seen students, who normally do not read or possess books, filled with pride and reading the RIF books," says a PTO-member in Arlington, Vt.

o o o

At a time when the United States is concerned about its competitiveness, there is near-universal agreement that the key to competitiveness is adequate education of our children. Reading is, of course, the foundation for all learning. Through RIF, the IBDP succeeds in getting children to read. It would seem a prudent step to reinforce (not diminish, as the Administration proposes) this proven and successful program.

Because the IBDP, as operated by Reading Is Fundamental, is a proven, low-cost, and effective means to get children to read:

We respectfully urge the Congress to reauthorize the Inexpensive Book Distribution Program and follow the Congressional precedents already set, with bipartisan support, by: mandating the Secretary of Education to fund the IBDP as operated by Reading Is Fundamental at least in amounts necessary to sustain the activities at the Fiscal 1987 level of operations.

Senator PELL. Mrs. Farmer? I would add that we are very honored to have you here, a former Secretary of State of Rhode Island. You and your husband have given a lot of yourselves to the government of our State and Capitol City. But you are here now as Chief Executive Officer and General Manager of WSBE-TV, Rhode Island Public Telecommunications Authority, and representing the National Association of Public Television Stations.

Mrs. Farmer?

Mrs. FARMER. Thank you very much, Senator.

Mr. Chairman and Senator Stafford, thank you very much for allowing me to appear before you to testify on the reauthorization of ESEA.

I am pleased to tell you about WSBE-TV, Channel 36, and our role in education, and I would like to let you know of some of our more pressing needs for financial support.

WSBE-TV went on the air in 1967, beginning the broadcast of instructional television to all of the schools in Rhode Island. The call letters "WSBE" stand for State Board of Education, focusing on the mission of the station to serve the educational community.

In 20 years of broadcasting instructional television, the station has become an established educational service in the State of Rhode Island. Channel 36 programs and services are available at no cost to public, private and parochial, elementary and secondary school teachers and students.

Channel 36 broadcasts instructional programming throughout the school year, from 9 a.m. to 2:30 p.m. Mondays through Fridays. In the 1986-1987 school year, Channel 36 broadcast more than 100 instructional television series, ranging in grade level from kindergarten through Grade 12 and covering most academic areas.

According to quantitative utilization studies conducted annually from 1981 to 1986, a total of 13,673 teachers and 412,868 students used Channel 36 instructional television in the classroom. This is a very significant figure, especially for a small State like Rhode Island.

We are trying to provide high-quality, cost-effective education for the children in Rhode Island with increasingly tight dollars. We need funding to enable us to continue our services, meet new curriculum needs, and look toward new directions in education and technology.

The reauthorization of ESEA Chapter 2 could help strengthen and enlarge the contribution of instructional television to education, with funding provided for these purposes. Funds should be earmarked for the acquisition by the school of color television monitors and video recorders.

Financial constraints have limited our participation in national consortium projects for the development and production of new instructional television programs. With funding, we would be able to join in pre-production planning and activities in upcoming new series.

Funding is also needed for the production and broadcast of local instructional television programs to fit local curriculum needs. We have been asked to produce, record and broadcast original productions and special projects, like the NAYATT School Art Program and other items of local and regional interest and implication, but we were unable to due to lack of funding.

More funds are needed for the production and acquisition of nationally-distributed television programs. Tremendously increased production and distribution costs have resulted in fewer series being made available. Funds are needed to support new technologies and research—for example, the development of national instructional television databases should be encouraged and supported financially.

Funds are needed to support teacher training and in-service education for the utilization of technology in the classroom. Teaching methods should be enhanced by the inclusion of technology, such as instructional television, in the instructional process.

On the national level, American public and private schools have more technological resources available to them than any other nation. These resources, however, are not equitably distributed and thus are not yet used to their fullest potential.

Public television recognizes the national need in three areas to make the best use of existing technology: (1) sufficient equipment in place for classroom use; (2) high-quality, up-to-date programming available at all levels of instruction, and (3) training and education programs in uses of technology and continuing education for teachers and school administrators.

There has been no consistent Federal commitment to support the development and production of high-quality instructional programming and no initiative given to State and local educational authorities to use their Federal funds for educational telecommunications.

A group of educators and broadcasters convened by CPB found that while the quality of public television's instructional programming and services had improved dramatically over the years, present services must be expanded and enhanced if they are to have an increasingly significant impact on the quality of education in the United States.

There is a universally-recognized need to update and replace the current store of educational programming to reflect contemporary educational needs and to take advantage of the new opportunities made possible by technological breakthroughs.

The cost-effectiveness of instructional television makes it an indispensable part of both elementary and secondary education's and public television's future. Public television's uses in the classroom have also extended to in-service instruction of teachers, keeping them abreast of advancement in all disciplines.

Local schools, particularly those in poorer districts serving disadvantaged students, recognize the high cost-effectiveness of instructional television, yet lack the equipment and the teacher training to utilize it.

In conclusion, we urge this Subcommittee to encourage the use of educational telecommunications in America's classrooms; to require the use of ESE matching funds for the purchase of appropriate technology to facilitate equitable classroom use and the training of teachers and other instructional personnel; the use of the Secretary's discretionary fund in Chapter 2 for the development of instructional programming for nationwide use; and the reactivation of the Department of Education's Office of Educational Technology.

In the rapidly changing world in which we live, television has remained and will remain as a force in our society. Most people are accustomed to receiving their information by television. Our children have grown up with it and find it a comfortable medium. Television can and should be used as a force for good to help our children learn.

There is a great opportunity now to help fund instructional television, with its enormous potential, for the education of our future generations.

Thank you.

Senator PELL. Thank you very much.

[The prepared statements of Mrs. Farmer and the National School Boards Association follow:]

7/14/87

Testimony of

Susan L. Farmer, CEO & General Manager

WSBE-TV, Providence, Rhode Island

for the

National Association of Public Television Stations

before the

Subcommittee on Education, Arts and Humanities

Committee on Labor and Human Resources

United States Senate

16 July 1987

I am Susan L. Farmer, General Manager and CEO of WSBE-TV, Providence, Rhode Island, and I would like to thank the Chairman and members of the Subcommittee for allowing me to testify before you regarding the reauthorization of Chapters 1 and 2 of the Elementary and Secondary Education Act.

I am pleased to tell you about WSBE-TV, Channel 36, and our role in education. And, I would also like to let you know of some of our more pressing needs for financial support.

Executive Summary

The National Association of Public Television Stations (NAPTS) is pleased to provide this testimony to support a stronger commitment to educational telecommunications within the Elementary and Secondary Education Act (ESEA) reauthorization for fiscal years 1988-1992. The Association represents the nation's non-commercial, non-profit, educational television stations licensed to individual communities, state governments, universities, and local authorities.

Public broadcasting's mission is education. Whether through public affairs programs, live cultural broadcasts, pre-school children's series, science and nature shows, or instructional telecourses, public television programming serves as an electronic classroom freely available to 97% of our nation's people. With the support of the federal and state governments, individual contributors, and corporate and foundation grants, public television has provided tremendous opportunity for its viewers in homes and classrooms across the country to enrich, expand, experience, and educate themselves about the world around them.

In-school instructional programming on public television has been widely recognized as both a fundamental educational broadcast service and a vital, cost-effective classroom tool. Just as Live from the Met brings America's finest opera to living rooms in the rural West, and as Nature brings the most incredible and unusual of the world's wildlife to high-rise apartments, top-quality public television instructional programming can bring the world into a classroom through direct broadcast or videocassette. Research indicates that used to its full potential, instructional programming with appropriate teacher guides and support documents can be an indispensable and economical tool for teachers at all levels of instruction.

American public and private schools have more technological resources available to them than any other nation. These resources, however, are not equitably distributed and thus are not yet used to their fullest potential. Public television recognizes a national need in three areas to make best use of existing technology: 1) Sufficient equipment in place for classroom use; 2) High quality, up-to-date programming available at all levels of instruction; and 3) Training and education programs in uses of technology and continuing education for teachers and school administrators.

While the federal government's Department of Education has provided support through the years for individual program initiatives, among them the science series 3-2-1 Contact, the math series Square One TV, and others, there has been no consistent federal commitment to support the development and production of high quality instructional programming and no initiative given to state and local educational authorities to use their federal funds for educational telecommunications.

NAPTS urges this Subcommittee to encourage the use of educational telecommunications in America's classrooms to require:

1. the use of ESEA matching funds for the purchase of appropriate technology to facilitate equitable classroom use and the training of teachers and other instructional personnel;

2. the use of the Secretary's Discretionary Fund and Chapter 2 for the development of instructional programming for nation-wide use;

3. the re-activation of the Department of Education's Office of Educational Technology.

A History of Service to Education

Since the first station (KUHT-TV, Houston) went on the air in 1953, educational television has provided service to elementary and secondary education. While the lack of adequate funds has been chronic since its beginning, public television has made significant progress during the past five years in upgrading its elementary and secondary services.

The Southern Educational Communications Association (SECA), on behalf of public television stations nationwide, distributes over 1000 hours of instructional television programming in its National Instructional Satellite Schedule, and these programs are used by over 18 million elementary and secondary students each year. Three years ago, the Pacific Mountain Network (PMN) initiated an annual gathering of instructional television professionals to screen new programs and address common problems. The Central Educational Network (CEN) presents via satellite an annual preview of the best new instructional television program available. The Corporation for Public Broadcasting (CPB) has funded a number of new instructional series each year, and the Public Broadcasting Service (PBS) has coordinated the distribution of those programs and served as an information clearinghouse for instructional television professionals.

In addition, PBS has fostered and encouraged the development of timely and important programming for classroom use. Teleconference projects such as the "Model United Nations" introduce students to the major issues and players affecting the world today. A new project involving students during the 1988 Presidential election will bring together major national education organizations and the instructional television system. This partnership will use technology to increase the knowledge and appreciation of the American democratic process among those who will be our future leaders.

Three years ago, CPB convened a distinguished group of educators and broadcasters, called the Instructional Television Futures Group, to examine public television's current service to elementary and secondary schools and to make recommendations for the future. The Group found that while the quality of public television's instructional programming and services had improved dramatically over the years, present services had to be expanded and enhanced if they are to have an increasingly significant impact on the quality of education in the United States. The Group recommended that a number of major new initiatives be developed by public television to provide essential, fundamental services for elementary/secondary education.

During the same time period, a number of new elementary and secondary educational initiatives were already in planning. PBS was designing EdSat, a new service that could deliver teacher training and retraining, science and math education, English as a second language, career counseling, citizenship, global perspectives, basic skills, special live teleconferences, literacy programming and information services directly to the schools via direct broadcast satellite. This project expects to launch a demonstration pilot in 1987.

CEN and the Maryland Center for Public Broadcasting are creating the Software Communication Service that would multiplex computer software and data base materials through local public television stations to elementary and secondary schools. WNED/Buffalo and WITF/Harrisburg are successfuly testing the systematic downloading of instructional programming via broadcast into videocassette systems programmed to record automatically blocks of instructional programming during the 12 midnight to 6 AM hours, thus facilitating flexible use of programming by schools and making available valuable broadcast time during the day for stations. WNET/New York and WVIZ/Cleveland are developing new computer linkages between public television and schools to provide information about video and computer programs and their applicability to specific curriculum needs.

Making any of these new projects available to public television stations nationwide, or particularly to stations that serve a large proportion of disadvantaged students, would represent a great leap forward in the use of technology for education. Unfortunately, the lack of funds to do so may prohibit their widespread success.

Telecommunications Technology & Education: The Future

The current adaptations of telecommunications technology to learning are but a few of the many resources that are changing the way the American people can learn. Computers and computer technology have proved to be highly successful for individualized instruction in many subjects. Current uses of broadcast media have shown remarkable success in classroom and home instruction, and are particularly well suited for use in disadvantaged areas. Public broadcasters are ready to assist the educational community to achieve an effective use of all new learning technologies as they evolve, but assuring the best use of technology in education requires a concerted and systematic approach over along period of time.

As part of its preparation for the reauthorization of the Public Broadcasting Act, whose funds are used primarily for general programming, the public television community is currently assessing what its services and financial needs from all sources will be well into the 1990's. In the area of education services, there is a universally recognized need to update and replace the current store of educational programming to reflect contemporary educational needs and to take advantage of new opportunities made possible by technological breakthroughs.

In elementary and secondary classrooms, many students are watching series that were produced in an earlier era and to a different standard. The number of new instructional series has been steadily decreasing as the non-profit educational materials producers no longer are able to amass the necessary financial resources to begin production of series that can compete visually with other kinds of television programming students and teachers have come to expect. Even in the home viewing arena, where youngsters have had available such high quality series as Sesame-Street, Reading Rainbow, and 3-2-1- Contact, public television cannot afford to stand still and ignore the future. We need to be able to renew and replace segments and series with the 1990's equivalents of our 1970's successes in order to give local school authorities a full range of choices to best serve their local needs in educating disadvantaged students.

The fiscal realities of both education and broadcasting have and will continue to force strict attention to the bottom line in providing instructional programming. Public television's investment in the development and implementation of these educational services over the past five years is conservatively estimated at $75 to $100 million, not including local public television stations' yearly operating expenses. Preliminary industry discussions on educational service plans for the 1990's, maintaining current services, developing a wide range of new programming, and taking broader and better advantage of new technology, have costed out annual figures well beyond that amount.

The cost-effectiveness of instructional television make it an indispensable part of both elementary and secondary education's and public television's future. If an instructional series is produced for $1 million and used for two elementary grades, it can affect as many as 4.5 million students per year. The amortized cost over a five year period is then as low as $.22 per pupil. This can be gauged against the current national average per pupil expenditure of about $2,500 per year.

Public television's uses in the classroom have also extended to in-service instruction of teachers. This form of continuing education has been highly successful, using actual courses as well as teleconferencing and other technologies designed to keep teachers abreast of advancements in all disciplines.

Presenting educational television programming to be viewed at home by children and youth is another important part of public television's mission. There is widespread unanimity among educators, librarians, politicians, and parents that not enough good children's television programming is being shown today, and that most of what is worthwhile for children is shown on public television. Educators point to such series as Reading Rainbow, the summer program for children that promotes reading and the use of public libraries, and the children's science and math series 3-2-1 Contact and Square One TV as valuable contributors to young students' education beyond the classroom.

In summation, public television's educational goals into the 1990's consist of many facets. First and foremost among these is programming. Production plans at this time forecast new instructional broadcast programs at various levels in math, science, foreign languages, basic skills, health, fine arts, and for addressing special needs of students at risk of failure or dropout, as well as support for current series and new series that target young learners at home. In addition, public television plans to develop educational services using new technologies and to help communities and their teachers acquire and learn to use new technology in the classroom to its best end.

Expanded Federal Support: A necessity to instructional television's future.

Federal support has been crucial to all of public television's past successes. Support of the individual stations through the Corporations for Public Broadcasting and the Public Telecommunications Facilities Program, and program development and support through the National Science Foundation, the National

Endowments for the Arts and Humanities, and the Department of Education have been the federal government's wise and prudent contributions to public television's electronic classroom for many years.

In the area of instructional television, however, there exist several gaps which could begin to be bridged with the proper legislative support. Many successful legislative initiatives of the late 1970's that could have advanced the cause of educational technology no longer exist at the federal level. Independent educational program producers are struggling to find receptive ears for projects at the federal agency level. State educational telecommunications agencies are having increased difficulty raising the capital necessary either to contribute to consortium efforts to develop new instructional series or to purchase the series once produced. Local schools, particularly those in poorer districts, recognize the high cost-effectiveness of instructional television yet lack the equipment and the teacher training to utilize it.

We urge this subcommittee to consider several legislative options in order to reverse this trend.

1. Federal aid to the state and local education authorities should clearly and specifically be available to support appropriate technologies to meet education needs. Some Chapter 1 and 2 funds are currently being used by some authorities for these

technologies. Legislation for the 1990's should clearly require SEA's and LEA's to equalize the accessibility to technology within their states and districts for Chapter 1 and 2 students by providing matching funds for the purchase of appropriate equipment and for the training of teacher and other instructional personnel in its use.

2. To answer the critical need for development of new educational telecommunications programming for nationwide use, we recommend that Chapter 2 funds be made available for the non-profit development of such programs. Funds for nationwide educational program production should also be included as an authority under the required programs to be funded via the Secretary's Discretionary Fund. Some telecommunications educational programs have received limited funding by this means in the past, but its continuation is by no means guaranteed.

3. The rapid increase in technologies in education would indicate the need for more, not less, coordination and counsel in service to educators across the nation. Until 1986, the Department of Education operated an Office of Educational Technology to provide national coordination of educational technology initiatives. We urge that the Department of Education re-establish this office.

Conclusion

Public television has a long tradition of providing top quality educational service to homes and classrooms across the country at very reasonable cost. In order to continue this tradition, we urge that as this subcommittee is considering reauthorization of the Elementary and Secondary Education Act, every effort is made to enhance the use of telecommunications technology in our schools. The federal government can continue to make wise use of education funds by supporting program production, new innovations in technology in the classroom, and the training for education professionals in its use.

We thank the subcommittee for allowing us to submit this testimony and for considering our legislative recommendations.

WSBE-TV CHANNEL 36 EDUCATIONAL SERVICES

WSBE-TV Channel 36 went on air in 1967, beginning the broadcast of instructional television to all schools in Rhode Island. The call letters WSBE stand for State Board of Education, focusing on the mission of the station to serve the education community. In the twenty years of broadcasting instructional television, the station has become an established educational service in the state of Rhode Island.

Channel 36 programs and services are available at no cost to public, private, and parochial elementary and secondary school teachers and students. Channel 36 broadcasts instructional programming throughout the school year from 9:00 A.M. to 2:30 P.M. Mondays through Fridays.

In the 1986-87 school year Channel 36 broadcast more than 100 instructional television series, ranging in grade level from kindergarten through grade 12 and covering most academic areas, including reading, writing, mathematics, science, social studies, and computers. Series and programs are listed in SCHOOLVUE, the annual instructional television schedule for teachers. Over 10,000 copies of SCHOOLVUE are distributed annually at no charge to all Rhode Island teachers and education administrators at the beginning of the school year. The 1986-87 edition of SCHOOLVUE is attached for your information.

The Channel 36 instructional television schedule includes both older and new series. The series are selected by teachers and students as a result of previewing, evaluating, and rating programs. The station staff also surveys usage, needs assessments, and curriculum changes made on the state and local levels. We have been and continue to be responsive to the needs of our students and teachers. We maintain communications with the Rhode Island Department of Education, the colleges and universities, the library community, and other education agencies to better serve the needs of the people.

Before instructional television programming reaches the broadcast stage, there is field-testing and evaluation by producers and distributors. Rhode Island students and teachers participated in field-testing for several series, including an arts series and one for gifted children. Educational effectiveness must be shown, and formative evaluations allow for constructive changes to be made in the programs before national release. The results of this research provide quality educational programs. Long-time favorites such as The Letter People, for beginning readers, and The Write Channel, teaching students to write, have earned a place in the Language Arts curriculum of elementary schools. The new series, Reading Rainbow, hosted by Le Var Burton, has had a measurable impact upon the reading motivation and skills of young children and is already becoming one of the classic instructional television series. Voyage of the Mimi, Newscast from the Past, are among new series which are also well utilized by teachers and students in the state.

Printed teacher guides for each series are made available to assist teachers in the utilization of instructional television in the classroom. The teacher manuals contain instructional objectives and activities for each program, bibliographies, and discussion questions, Instructional television programs are learning units, providing current information and enriching education.

According to quantitative utilization studies conducted annually from 1981 to 1986 a total of 13,673 teachers and 412,868 students used Channel 36 instructional television in the classroom.

From time to time the regularly scheduled instructional programs are preempted for special events programs, such as the World's Largest Concert, broadcast live from Constitution Hall in Washington and featuring the United States Air Force Band, as part of Music Education Week. Other specials include Up In Arms, a national live discussion on the nuclear arms race, and The Peace Run, on the world's longest relay race for peace. This year there are plans for Channel 36 to participate in the upcoming project V.O.T.E. (Voices of Tomorrow's Electorate) to help young voters become enlightened citizens.

Channel 36 is a member of the Southern Educational Communications Association (SECA) and participates in the national group buy of instructional programming, a cost effective way of obtaining quality programs for the schools. We also attend national screenings and bring to our educators and students previews of nationally selected programs for their evaluation. We participate in national ITV issues discussions and study groups and keep informed on new trends and technologies.

On the state and local level Channel 36 staff maintains liaison with all 40 school districts and with parochial and private schools. Each school district has an appointed instructional television coordinator who is the liaison between the station and the classroom teachers. Four ITV coordinators meetings are held during each school year for the distribution of program information, equipment surveys, preview packets, and needs assessments. Channel 36 services include teacher in-service workshops, seminars, conference presentations, exhibits and displays, and meetings with curriculum groups and parent-teacher organizations.

In addition to instructional television programs, teachers and students view programs such as 3-2-1 Contact, Square One, and National Geographic, which are broadcast in the late afternoon or evenings. These programs of high educational value are recommended by teachers to their students for reinforcement of instruction.

Channel 36 has also undertaken as part of its educational services to young people to address issues of concern to youth, such as child sexual abuse, teenage alcohol and drug abuse, and literacy. These subjects are discussed on both national and locally produced programs aired at prime time in Rhode Island.

As a participating member of PLUS (Project Literacy U.S.), Channel 36 is broadcasting the G.E.D. on TV series, in cooperation with the Rhode Island Department of Education, to help students obtain the high school equivalency diploma. This is a long-term commitment for the next several years. Channel 36 broadcast live the first graduation of G.E.D. on TV students in Rhode Island (and first such graduation in the nation). We are broadcasting specials and literacy and dropout prevention, and will assist in the Rhode Island Department of Education initiative on literacy for early elementary school children.

Channel 36 has worked with the Community College of Rhode Island to broadcast college telecourses for credit, averaging 1000 students per semester and making Rhode Island a leader on the national scene in adult learning.

We are trying to provide high quality cost effective education for the children of Rhode Island with increasingly tight dollars. We need funding to enable us to continue our services, meet new curriculum needs, and look towards new directions in education and technology.

The reauthorization of ESEA Chapter 2 could help strengthen and enlarge the contribution of instructional television to education with funding provided for these purposes.

Funds should be earmarked for the acquisitions by the schools of color television monitors and video recorders. Those schools that were able to acquire color monitors and video recorders report increased use of instructional television programs.

Financial constraints have limited our participation in national consortium projects for the development and production of new instructional television programs, such as the recently produced series, The Constitution. With funding we would be able to join in pre-production planning and activities in upcoming new series in mathematics and reading, for example.

Funding is also needed for the production and broadcast of local instructional television programs to fit local curriculum needs. Appropriate programming could be produced and broadcast to our schools to meet specific problems and to also disseminate successful local educational projects.

More funds are needed for the production and acquisition of nationally distributed television programs. PBS and CPB contribute some funds to series which are then made available to local public television stations. Tremendously increased production and distribution costs have resulted in fewer series being made available.

Funds are needed to support new technologies and research. For example, the development of national instructional television databases should be encouraged and supported financially. Also funding should be provided to facilitate the participation of individual stations in these new services.

Funds are needed to support teacher training and in-service education for the utilization of technology in the classroom. Teaching methods should be enhanced by the inclusion of technology, such as instructional television, in the instructional process. There should be a nationally supported effort to train teachers in the field and to require new teachers to incorporate television and other technologies into education..

In the rapidly changing world we live in, television has remained as a force in our society. Most people are accustomed to receiving their information via television. Our children have grown up with television. It is a comfortable medium for them. Television can and should be used as a force for good, to help our children learn. There is a great opportunity now to help fund instructional television with its enormous potential for the education of our future generations.

NSBA

FEDERAL RELATIONS

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Dorothy H. Stambaugh
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STATEMENT FOR THE RECORD

on behalf of

THE NATIONAL SCHOOL BOARDS ASSOCIATION

on

REAUTHORIZATION OF ECIA, CHAPTER 2

submitted to the

SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
of the
SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

United States Senate
430 Dirksen Senate Office Building

July 16, 1987

NATIONAL SCHOOL BOARDS ASSOCIATION
1680 Duke Street, Alexandria, Virginia 22314 / (703) 838-6722
Leadership For Public Education

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I. INTRODUCTION

The National School Boards Association (NSBA) is pleased to have this opportunity to submit a Statement for the Record to the Senate Subcommittee on Education, Arts and the Humanities supporting reauthorization of Chapter 2 of the Education Consolidation and Improvement Act. NSBA is the only major education organization representing local school board members who have the responsibility of governing the nation's public schools. Throughout the nation, approximately 95,000 of these individuals are Association members. Currently marking its forty-seventh year of service, NSBA is a federation of state school boards associations, with direct local school board affiliates, constituted to strengthen local lay control of education and to work for the improvement of education.

II. RELEVANCE OF THE CHAPTER 2 EDUCATION PROGRAM

The dimensions of the problem of "at-risk" youth, combined with our loss of competitiveness in the world economy and the threat of a declining standard of living, make it clear that the role of the federal government in education is in the long-term national interest. The Chapter 2 program is the perfect vehicle for assisting local school districts to adapt curricula, improve teacher training resources, and acquire the modern technological resources needed to prepare students for the new workplace. **Indeed, the reauthorization of the Chapter 2 education block grant program gives Congress a highly efficient and effective way to intensify our national investment in human resource development and to strengthen our economy.**

III. EFFECTIVENESS OF CHAPTER 2

Evaluation studies* have consistently shown that the Chapter 2 program has been highly successful at reducing the paperwork and regulatory burden on local school districts while increasing local implementation of school improvement projects. School board members know that the Chapter 2 program has been the primary resource available to their school districts to respond quickly to emerging local needs and to calls for school reform. Local school districts have used Chapter 2 funds for a wide variety of high priority school improvement projects including: introducing modern technology, such as microcomputers and videodiscs, into the classroom; modernizing science curricula; facilitating school desegregation; training teachers in effective classroom management; upgrading library resources; and initiating innovative programs for the gifted and talented.

The flexibility of this program and its quick responsiveness to local needs have been the keys to its success. During the last six years Congress has debated the merits of, but not enacted, new federal programs such as drop out prevention, secondary basic skills, computer literacy, foreign languages, and gifted and talented education. In the meantime, local school boards have been able to use Chapter 2 funds to initiate programs in all of these areas. On the other hand, in districts which did not have these particular needs, local schools were able to direct the funds to more relevant local educational objectives.

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*For example, "The Education Block Grant at the Local Level: The Implementation of Chapter 2 of the Education Consolidation and Improvement Act in Districts and Schools," Michael S. Knapp and Craig H. Blakely, SRI International, January, 1986.

Certainly, over the next six years, new educational needs will emerge long before Congress is able to address them. Chapter 2 will be the ideal resource for local school districts to update their educational programs in response to the changing demographics of student enrollment and to the new challenges facing our students in the workplace.

IV. CHAPTER 2 RECOMMENDATIONS

NSBA believes strongly that Chapter 2 should maintain its character as a program capable of responding quickly and flexibly to emerging local priorities for school improvement. Our specific recommmendations are:

1. **Targeting**. Chapter 2 funds should not be targeted to a short exclusive list of national priorities. NSBA believes that major national priorities for educational improvement, such as illiteracy or dropout prevention, should be addressed by categorical federal programs with sufficient federal funds to make a real impact on them. **Congress should not use national priorities to restrict the Chapter 2 concept which allows local school board members to determine how best to use federal funds for school improvement in relation to the needs of the local community.**

2. **State set-aside.** The Chapter 2 statute should clearly identify and limit the expenditures from the 20 percent state set-aside to be used for state administration of the program. It should also include definitions which distinguish between state administrative activities and state technical assistance activities to improve education in local schools.

3. **Non-public school allocations.** Non-public schools should share in high cost factor allocations only to the extent that their students meet high cost criteria. Currently, non-public schools must receive the same per-pupil allocation as the public schools.

4. **Funding Authorization.** The Chapter 2 program should be authorized at least at $1 billion annually or $20 per pupil. Currently, the program provides an average allocation of about $10 per pupil, which limits the effectiveness of the program.

In addition, NSBA endorses S. 1005 as an appropriate legislative approach for the reauthorization of Chapter 2.

V. CONCLUSION

The Chapter 2 program embodies a positive approach toward local school boards which should be the hallmark of all federal education programs: respect and partnership. Chapter 2 respects the ability of local school boards to identify needs, set priorities, and implement programs to improve the quality of education for the nation's school children. Furthermore, through the Chapter 2 block grant, the federal government acts as a partner in the effort all levels of government are making to invest more resources in local school improvement. NSBA urges the members of the Subcommittee to maintain these principles in reauthorizing the Chapter 2 program.

Senator PELL. Mr. Michael Mello, Director of Instruction, the Portsmouth School Department, Portsmouth, Rhode Island.

Mr. MELLO. Mr. Chairman and Senator Stafford, I would like to thank you for giving me the opportunity to appear before you to discuss the reauthorization.

My name is Michael Mello, and I am Director of Instruction for the Portsmouth, Rhode Island School Department. I have spent 25 years in public education, and among my major responsibilities over those years have been Federal grant programs and media services.

I would like to assure you first of all that the Chapter 1 Program works. Portsmouth is proud to be home of one of the first JDRP-approved Chapter 1 programs in the country. For a number of years, we received State and NDN funding to support dissemination of the program across the Nation. The project was recognized again for its achievements in 1980 and 1985.

The success of our Chapter 1 Program is due in large part to components that reach out into the home and involve the parents of at-risk children in the educational process. Regular direct contact is made with the parents by remedial reading and guidance staffs. Parent study groups, which instruct parents on childrearing techniques, and offer an opportunity for group interaction, are provided.

As our studies have shown that reading-disadvantaged children watch more television than non-disadvantaged youngsters, we have worked with WSBE-TV, our public television station, to provide programs such as Reading Rainbow and to develop listings of programs that would motivate children to read.

Parents are encouraged to view these programs with their children. We have enlisted the assistance of the school librarians and the public library staff to follow up on the children as they select books appropriate to their reading level.

Success comes from putting together every possible component in order to make the disadvantaged child's instructional improvement program a full-day, 365-day-a-year activity.

Let me assure you that Chapter 2 also works. If it were not for these supplementary funds, the quality of education in every school in this country, public and nonpublic, would be less than it is today. The major value of Chapter 2 funds in most of the school districts in Rhode Island has been in allowing us to explore the area of instructional technology.

We have found it essential over the years to adapt to the changing learning styles of children. We must use the children's high-tech, multimedia style of learning to provide instruction while we motivate them to read and write and to enjoy using these more traditional foundation skills.

In my brief time here today, I would like to emphasize the impact that one of these technologies, namely television, has had on our schools and the children of this Nation. The impact has been both positive and negative. Programs such as "Sesame Street" and "Electric Company", to name but two, have demonstrated their ability to provide positive instruction for children. The soaps and time prime-time programming have clearly demonstrated their ability to change attitudes and values and to instruct our students—unfortunately, mostly in a negative manner.

Television's power and largely unleashed potential is there for it to have a major role in the education of this Nation. Chapter 1 and especially Chapter 2, and their predecessor Federal programs, allowed us to buy television sets and video equipment in order to better use the medium. In my estimation, television is the most cost-effective medium of instruction. It also provides instruction to nonpublic school children without Constitutional concerns.

For about $700, a classroom can be equipped for instructional television. Programs can be taped, stored and used when most appropriate. To equip a classroom for microcomputers costs 30 times that amount.

By utilizing a partnership of State departments of education, public libraries, public television stations, and local school districts, problems such as adult literacy, basic skills, gifted and talented education, English as a second language, AIDS education, drug and alcohol education, school dropouts and child abuse prevention education, could be addressed in an effective and efficient manner.

As you work on the reauthorization bill, I urge you to consider the role that television plays in our daily lives and to consider what impact it could have on education and on improving our Nation's competitiveness if instructional television were adequately funded.

For 20 years, I have watched Rhode Island's public television station struggle for existence. Funding for its transmission facilities, studio, staff and programming has been inadequate. Every few months, it must beg for money through membership drives, auctions, and other fundraisers, and this is repeated across the country.

In conclusion, I urge you to consider allocating special funds as part of the Chapter 1 and Chapter 2 State set-asides for cooperative efforts between the State departments of education and local public television stations. These cooperative efforts should be in the area of instructional programming, television research and in-service education for teachers.

Mr. Chairman and Senator Stafford, I want to again thank you for giving me the opportunity to appear before you to present my views, and I am grateful for your interest and leadership in education and offer you and your staff my assistance in any way possible, now and in the future.

Thank you.

Senator PELL. Thank you very much indeed, Mr. Mello.

[The prepared statement of Mr. Mello follows:]

STATEMENT

of

MICHAEL W. MELLO

Director of Instruction

Portsmouth School Department

Portsmouth, Rhode Island

on the

REAUTHORIZATION OF THE ELEMENTARY/SECONDARY EDUCATION ACT (ESEA)

Chapter 1 and Chapter 2

Submitted to the

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

UNITED STATES SENATE

Washington, DC

16 July 1987

Mr. Chairman and Members of the Subcommittee, I would like to thank you for giving me the opportunity to appear before you to discuss the Reauthorization of Chapter 1 and 2 of the Elementary/Secondary Education Act.

My name is Michael W. Mello, and I am Director of Instruction for the Portsmouth, Rhode Island, School Department. I am also President of the Board of Trustees of the Portsmouth Free Public Library, Membership Chairman and Past-President of the Rhode Island Educational Media Association, and Chairman of the Position Papers Committee of the Rhode Island School Superintendents' Association. I have spent twenty-five years in public education. Among my major responsibilities over those years have been Federal grant programs and school media services.

I would like to assure you gentlemen that the Chapter 1 Program works. Portsmouth is proud to be home of one of the first JDRP approved Chapter 1 programs in the country. For a number of years, we received State and NDN funding to support dissemination of the program across the Nation. The Project was recognized again for its achievements by the Office of Education in 1980 and 1985. Success of that program is due in large part to components that reach out into the home and involve the parents of at-risk children in the educational process. Regular direct contact is made with the parents by the remedial reading and the guidance staffs. Parent Study Groups which instruct parents on child rearing techniques and offer an opportunity for group interaction are provided. As our studies have shown that reading-disadvantaged children watch more television than non-disadvantaged youngsters, we have worked with WSBE-TV Channel 36, our State Public

Television Station, to provide programs such as Reading Rainbow and to develop listings of programs that would motivate children to read. Parents are encouraged to view these programs with their children. We have enlisted the assistance of the school librarians and the Public Library staff to follow up on the children as they select books appropriate to their reading level. Success comes from putting every possible component together in order to make the disadvantaged child's instructional improvement program a full-day, 365-day-a-year, activity.

Let me assure you that Chapter 2 also works. If it were not for these supplementary funds, the quality of education in every school in this country, public and nonpublic, would be less than it is today. The major value of Chapter 2 funds in most of the school districts in Rhode Island has been in allowing us to explore the area of instructional technology.

We have found it essential over the years to adapt to the changing learning styles of children. We must use the children's high tech, multi-media style of learning to provide instruction, while we motivate them to read and write, and to enjoy using these more traditional foundation skills.

In my brief time here today, I would like to emphasize the impact that one of these technologies, namely television, has had on our schools and the children of this Nation. The impact has been both positive and negative. Programs such as Sesame Street and Electric Company, to name but two, have demonstrated their ability to provide positive instruction for children. The soaps and much prime time programming have also clearly demonstrated their ability to change values, attitudes, and to instruct our students - unfortunately, mostly in a negative manner. Television's power, and largely unleashed potential, is there for it to have a major role in the education of this Nation.

Chapter 1, and especially Chapter 2, and their predecessor Federal programs, allowed us to buy television sets, and video equipment in order to better use the medium. In my estimation, television is the most cost effective medium of instruction. It also provides instruction to nonpublic school children without constitutional concerns. For about seven hundred dollars, a classroom can be equipped for instructional television. Programs can be taped, stored, and used when most appropriate. To equip a classroom for microcomputers costs thirty times that amount.

By utilizing a partnership of state departments of education, public libraries, public television stations and local school districts, problems such as adult literacy, English as a Second Language, AIDS education, drug and alcohol education, school drop-outs and child abuse prevention education, could be addressed in an effective and efficient manner.

As you work on the reauthorization bill, I urge you to consider the role that television plays in our daily lives, and to consider what impact it could have on education and on improving our Nation's competitiveness if instructional television were adequately funded. For twenty years, I have watched Rhode Island's public television station struggle for existence. Funding for its transmission facilities, studio, staff and programming has been inadequate. Every few months, it must beg for money through membership drives, auctions and other fund raisers. I have attached information on the station and a case study on instructional television utilization to my written testimony.

In conclusion, I urge you to consider allocating special funds as part of the Chapter 1 and Chapter 2 state set asides for cooperative efforts between state departments of education and local public television stations. These cooperative efforts should be in the areas of instructional programming, television research and inservice education for teachers.

Mr. Chairman and Members of the Subcommittee, I want to again thank you for giving me the opportunity to appear before you to present my views. I am grateful for your interest and leadership in education, and offer you and your staff my assistance in any way possible now and in the future.

Senator **Pell**. We now come to Mr. Mert Koplin, Chairman of the Board Corporation for Entertainment Learning, from New York.

Mr. Koplin?

Mr. **Koplin**. Thank you, sir.

I would like to begin by commending you, Senators Pell and Stafford, for holding these hearings. Your continued leadership on education issues has helped focus critical attention on the need for reform and has led to a betterment of the Nation's schools.

The Video Encyclopedia of the 20th Century was created in 1985 after nearly 20 years of work by my partner Charles Grinker and me. We devoted significant personal resources to the discovery and then duplication of millions of feet of nonfiction motion picture film and videotape. It was history as it was happening, recorded by the camera.

This collection represents one of the largest private archives of historic film and video in the world. The Video Encyclopedia contains 77 hours of this material, featuring the significant people and events that shaped the fabric of the 20th century.

At my company CEL, we have tried to complement your legislative efforts to aid the Nation's schools by designing innovative educational resources such as the Video Encyclopedia, which is the only resource of its kind in the world.

Let me give you one example of how the Video Encyclopedia has already been used as an educational tool to teach children who have problems learning through traditional educational means.

Educators from Lakeview Elementary School in Kirkland, Washington, recognized the need for such a resource in their classrooms. During a week that was dedicated to utilizing this type of technology, many changes in student behavior were noted, particularly with those students normally unmotivated in the everyday classroom setting. One class in particular stands out, where a group of students researched, wrote, interviewed fellow students, and then created a film about Martin Luther King, Jr., using the Video Encyclopedia of the 20th Century as the primary resource.

Now, we were warned that there were several "non-readers" in this group and that we should not expect them to participate in the activities. We did expect their participation, and much to our pleasure, these non-readers became excited and motivated by our visual material. They went to the library to check out books on Martin Luther King, Jr. Later, the principal of Lakeview Elementary School received a call from a parent, who said, "I do not know what you did last week, but whatever it is I want it to continue."

You as lawmakers bear the responsibility of writing the laws so that students and teachers have the opportunity to avail themselves of learning tools most beneficial to them. We as the inventors and distributors of the learning tool itself have a responsibility to design the learning tool, place it in the classroom, and most importantly, provide a continuing educational service.

Flexibility in the Chapter 2 reauthorization can provide the means to continue this service. Chapter 2 funding continues to provide practical support to classrooms and libraries. But more of these technological resources are needed in thousands of schools to have a genuine impact on today's visually-informed, but historically illiterate, youngsters and even adults.

Chapter 2 is our best way of helping schools obtain this type of instructional materials. Our students must have the chance to reap the educational benefits of today's video technology so that the truths and lessons of the past can be shared, debated and absorbed.

Now, my oral statement is shorter than the five minutes I have been allotted. The Video Encyclopedia speaks louder than words, and I wanted to have an opportunity to show you a few excerpts from this resource. In addition, Mr. Chairman, I have submitted a more lengthy statement, and I thank you again for this opportunity.

Senator Pell. Thank you.

The statement, as will the others, will be inserted in full.

We welcome seeing the video.

Mr. Koplin.

These are tiny excerpts, running six to ten seconds in length, extracted from a story that might run two to nine minutes.

The Video Encyclopedia starts in 1893 at the Chicago Worlds Fair and runs through 1986. And here it is now.

[VIDEOTAPE SHOWN]

Video	*Audio*
McKinley Inauguration	Mr. Koplin: Here is William McKinley in 1901.
Franklin Roosevelt inauguration	FDR: "I see one-third of a nation ill-housed, ill-clad, ill-nourished . . ."
John F. Kennedy Inauguration	JFK: "Ask not what America will do for you, but together, what we can do for the freedom of man."
Ronald Reagan Inauguration	RR: ". . . Preserve, protect and defend . . ."
	Chief Justice: "The Constitution of the United States . . ."
	RR: The Constitution of the United States . . ."
	CJ: "So help me God."
	RR: "So help me God."
	MK: Here is President Reagan's second inaugural; we can tell because the First Lady wore blue.
U.S.S. Langley	MK: Here is our first aircraft carrier, the Langley, and one of the first magnificent landings.
Wingwalkers	These are wing-walkers in the Twenties. We have the whole story of flight and space in the 20th century.
Charles Lindbergh "The Spirit of St. Louis".	There is Charles Lindbergh, getting ready to fly to Paris in the Spirt of St. Louis.
Amelia Earhart	Five years later, to the day, Amelia Earhart flew across the Atlantic.
Interior early airliner	This is the first one-time airline.
Close up, Robert Goddard, Men carrying rocket.	And there is Robert Goddard . . . with one of his sophisticated space missiles of the Thirties.
First Astronauts	There are the first seven astronauts. Can you still remember their names?

[VIDEOTAPE SHOWN]—Continued

Video	*Audio*
First Women Air Force Cadets	There are the first young ladies to attend the Air Force Academy, not too long ago.
Space Shuttle Columbia	And we continue through—there is the first flight of the space shuttle, and in our 1986 update, the disaster.
Headline: San Francisco Ablaze	This is San Francisco burning.
San Francisco Fire	Actual scenes following the earthquake.
Panama Canal Construction: Col. Goethals and Dr, Gorgas close up of Dr. William Gorgas.	Here is the Panama Canal actually being built. We have the beginnings of most things. The man at the right of the screen is Dr. Gorgas, who discovered the "why" of yellow fever and what to do about it.
Malcom X	We have the whole story of the fight for civil rights. Malcolm. X . . .
Dr. Martin Luther King, Jr. (on eve of assassination).	MLK: ". . . I may not get there with you but I want you to know tonight that we, as a people, will get to the promised land. So, I'm happy tonight. I'm not worried about anything. I'm not fearing any man. Mine eyes have seen the glory of the coming of the Lord . . ."
CU. Senator Joseph McCarthy	Some Senatorial hearings . . .
Joseph Welch	"Until this moment, Senator, I think I never really gauged your cruelty or your recklessness. Have you no sense of decency, sir? At long last, have you left no sense of decency?
Senator McCarthy	"Mr. Welch here, has been fillibustering this hearing. He's been talking day after day about the way he wants to get anyone tainted with communism, out before sundown."
Robert Kennedy	"Although there might be some question about Mr. Bridges, there is absolutely no question about Mr. Goldblatt."
James Hoffa	"Don't you say that I'm a communist or even affiliated with communism. You've said that enough around this country—and I want the American Press to know that I resent the fact that there is any inference that I'm a communist—that I'm associated or controlled by communists. And don't use this as a sounding board for headlines for that purpose."
Watergate: Senate Select Committee on Presidental campaign activities:	
Senator Sam Ervin, Chairman	"I'd like to say that I'm a sort of country lawyer myself."
Senator Howard Baker	"The Chairman is fond of pointing out that he is just a country lawyer. He omits to say that he graduated from Harvard Law School—with honors. [Laughter.]
	ML: Here is one of the few light moments of Watergate.

[VIDEOTAPE SHOWN]—Continued

Video	*Audio*
Senator Sam Ervin	"I have a friend who introduced me to a North Carolina audience. He said, he understood that I was a graduate of Harvard Law School, but thank God, nobody would ever suspect it. [Laughter.]

TAPE ENDS

Mr. Koplin. That is three minutes and 52 seconds, sir, out of 77 hours of material.

Senator Pell. I think that is really quite startling and marvelous.

How much would it cost for a school to get that equipment?

Mr. Koplin. It is the lowest unit cost in all of educational material—a little over $100 an hour. So that a package on videocassette is some $8,500, and on videodisc, including a player, because so few places have players, it comes to $10,000.

Senator Pell. But a school system or a State agency if it wanted to could buy the tape and then distribute it to all the schools?

Mr. Koplin. It is an onsite licensing that we have. There is unlimited use within a building or an educational institution. But you cannot buy one set and make copies for all the State, or we could not continue to supply the service.

Senator Pell. It would be expensive, though, for the average school, I would think.

Mr. Koplin. Yes.

Senator Pell. What would it cost a school to give the kids the full exposure—a school of, say, 800 people?

Mr. Koplin. Eight hundred people probably would not buy it, although someone would probably donate it to them, as they have across the country.

It would cost, with an educational discount, about $8,000, which can be paid over a period of time.

Senator Pell. Thank you. That is very, very interesting and quite thrilling for those of us who have been on the periphery of some of those events to see the principals.

Mr. Koplin. Well, for you and I, sir, it is a voyage of nostalgia. For the young people, it is a voyage of discovery, and it turns them on; they become interested and involved, which is what we are after. It gets them to read, to write, to think.

[The prepared statement of Mr. Koplin follows:]

CEL EDUCATIONAL RESOURCES
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TESTIMONY OF

MERTON KOPLIN

CHAIRMAN OF THE BOARD OF CEL EDUCATIONAL RESOURCES

before the

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

of the

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

on the

ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1987

July 16, 1987

CEL

The Video Encyclopedia of the 20th Century

My name is Mert Koplin. I am Chairman of the Board of CEL Educational Resources, a company which produces educational programs using video technology, and the creator of The Video Encyclopedia of the 20th Century. I am pleased to have the opportunity to testify on the Elementary and Secondary Education Amendments of 1987.

I would like to begin by commending Senators Pell and Stafford for holding these hearings. Your continued leadership on education issues has helped focus critical attention on the need for educational reform and has led to a betterment of the nation's schools.

The Video Encyclopedia Of The 20th Century was created in 1985 after nearly twenty years of work by me and Charles Grinker, who devoted significant personal resources to the discovery and then duplication of millions of feet of motion picture film and videotape. This collection represents one of the largest private archives of historic film and video in the world.

We originally believed that a government agency or a private foundation had already created such an archive; that it could be found somewhere in Washington supported by researchers, historians and other scholars.

To our amazement no such resource existed anywhere. Although we have long been accustomed to learning from visual aids -- television, motion pictures, and other film -- there existed no comprehensive, accessible and fully researched video collection of this century's most significant people and events. We created The Video Encyclopedia Of The 20th Century to fill that void.

At CEL, we have tried to complement your legislative efforts to aid the nation's schools by designing innovative educational resources, such as The Video Encyclopedia. Let me give you one example of how The Video Encyclopedia has already been used as an educational tool to reach children who have problems learning through traditional educational means.

Educators from Lakeview Elementary School in Kirkland, Washington recognized the need for such a resource in their classrooms. During a week that was dedicated to utilizing this type of technology, many changes in student behavior were noted, particularly with those students normally unmotivated in the "everyday" classroom setting. One class in particular stands out where a group of students researched, wrote, interviewed and created a film about

Martin Luther King, Jr. using The Video Encyclopedia of the 20th Century as the primary resource. We were warned that there were several "non-readers" in the group, and that we should not expect them to participate in the activities. We did expect their participation and, much to our pleasure, these non-readers became excited, motivated, and went to the library to check out books on Martin Luther King, Jr. Consequently, the Principal of Lakeview Elementary School received a call from a parent who said, "I don't know what you did last week, but whatever it is I want it to continue!"

Mr. Chairman, I want this innovation in education to continue, as well. Flexibility in the Chapter 2 reauthorization can provide the means to continue.

For the past twenty-five years, I have addressed myself to the communication of ideas and images by way of television. As writer and producer of the award winning children's program, MARLO AND THE MAGIC MOVIE MACHINE, and the Senior Executive Producer of A WALK THROUGH THE 20TH CENTURY WITH BILL MOYERS, I have wrestled with the problem of the general indifference of the television industry to programs that inform as well as entertain. I am also dismayed at the growing isolation of young people from the study of history. It is a fact that to almost anyone under the age of thirty, John F. Kennedy is as remote a name as William the Conqueror. Martin Luther King, Jr. is a name, but has no meaning to most young Americans. Today's youth believe that history started this morning. How is it possible, in this world of sophisticated communication, that this television generation is so isolated from the real world? We hear statistics indicating that children will have watched some fifteen to twenty thousand hours of television by the time they leave high school. How can they fail to learn from the vivid pictures on the tube? We should look at what they watch. Music videos...sitcoms ...cartoons. We fault them for this, but we do not provide them with something that will interest them instead.

CEL works to provide children with the "something" that will interest them and CEL works with teachers to provide the means of communicating that "something". We do not just sell the materials to the school. We stay involved as the learning moves forward. For example, we forge partnerships between businesses and school districts; we provide in-service training for teachers and professional staff; we share curriculum from school district to school district. As has been stated in last year's National Governors' Association report, Time for Results; The Governors' 1991 Report On Education, preliminary research indicates that computers can help students learn to solve problems, as long as their teachers have participated in an intensive training program before starting to use the curriculum. We, at CEL Educational Resources, share this same philosophy. A purchase of The Video Encyclopedia ensures a school or school district in-service training. Our instructional support staff keep our users current on how The Video Encyclopedia is being used by other educators across the country. We share and develop content-specific curriculum. CEL also maintains a toll free hotline where our instructional support staff can be reached by teachers to answer questions and listen to comments. The input and suggestions of our users are important to us as we continually expand and improve this unique teaching, learning, and research tool.

When technology and instructional resources are used correctly, they serve to complement and enhance the teacher; not to replace the teacher. At the same time, programs can score and succeed by placing responsibility on students for much of their own learning. Our Video Encyclopedia materials are used by students to combine individual units and then produce their own reports, productions, and curriculum units. It works! But it only works because teachers and professional support staff have a solid foundation of knowledge on how to use the product.

In conjunction with the New York Board of Education and under the direction of Charlotte Frank, Executive Director, Division of Curriculum and Instruction, we helped teachers by creating a curriculum that led to a series of materials that could be produced by teachers, thus deepening the effective use of The Video Encyclopedia. A copy is attched hereto.

Nationally, we are now working with the Technology Leadership Network of the National School Boards Association under the direction of Dr. James Mecklenburger to produce a detailed user guide which will benefit students, teachers, and professional staff.

Video technology has the capacity to reach every group of students that we care to reach. These include traditional mainstream students, drop outs and other at risk students, gifted and talented, adult, and even students who are learning from a prison cell.

One of the strengths of video technology is its ability to reach a vast group of students, and its ability to be tailored to specific, almost individual needs.

Let me give you one example of how one school system is able to use The Video Encyclopedia to reach several different types of students.

In the Atlanta City Public School System, Mrs. Jean Young, Chairperson of the Mayor's Task Force on Public Education, and Dr. Mae Kendall, Director of Program Planning and Development for the Atlanta City Public Schools, have been involved with the implementation and specialized training for these types of programs. One of the resources most utilized is The Video Encyclopedia. Mrs. Young, in an interim evaluation of the effectiveness of the resource, concludes that "The Video Encyclopedia is a tremendous motivational tool for teachers to stimulate their students to explore historical events and figures in depth. It is not replacing books; instead, it is a stimulus for more reading."

Plans for The Video Encyclopedia within the Atlanta City Public Schools during the 1987/88 academic year include incorporating the resource as an instructional aid in the core curriculum for drop-out prevention programs. Furthermore, The Video

Encyclopedia will serve as an idea-generating resource for a group of gifted students participating in The National Humanities Faculty Seminar in Rhetoric, Writing, and Research at the University of Georgia this summer.

In addition to the example that opened my testimony where unmotivated students were able to use The Video Encyclopedia as a learning tool, an entire other population of students, those behind bars, will soon be able to take advantage of this resource. At the Maryland Correctional Institute in Jessup, CEL is helping to raise the literacy rate of prisoners through the use of video technology and intensive teacher training. While the program is in its formative stages, I am pleased to say it is already bearing fruit.

According to Dr. Stephen J. Steurer, Academic Coordinator for Correctional Education at the Maryland State Department of Education, The Video Encyclopedia "provides the adult learner at Jessup an opportunity to develop basic literacy skills as well as higher level critical thinking skills such as writing, listening, creativity, comprehension development." Dr. Steurer, who is quite familiar with new instructional technology, has concluded that it is effective at Jessup because "good teachers have been teamed with good technology, and when this happens, the potential for the nontraditional learner is tremendous."

Because our effort is only a year and a half old, we have not had the opportunity to work with as many diverse student groups as we would like. In the near future, we hope to deliver The Video Encyclopedia to an alternative school in Atlanta, Georgia. The school is located on the top floors of Rich's department store and the students are former "drop-ins" and drop-outs who are now dedicated students in the "Cities in Schools" program.

I hope my testimony today helps to convince you of the utility of The Video Encyclopedia of the 20th Century. I believe, however, that the potential of this resource and others like it will go unrealized unless Chapter 2 is open to technologies on the cutting edge.

Our mutual responsibilities are different. You, as lawmakers, bear the responsibility of writing the laws so that students and teachers have the opportunity to avail themselves of learning tools most beneficial to them. We, as the inventors and distributors of the learning tool, itself, have a responsibility to design the learning tool, place it in the classroom, and most importantly, provide a continuing educational service.

In many ways, this product makes me feel like a proud new parent. Forgive me if I am a bit overbearing, but I would like to share a few more anecdotes with you in closing. During the summer of 1986, five faculty members at the Dalton School in Manhattan, under the direction of Dr. Frank Moretti, Assistant Headmaster, participated in a summer research project focusing on The Video Encyclopedia. One of the goals of the project was to explore the interactive video technology and visually transmitted information that can be used to heighten literacy, critical thinking skills and problem solving strategies. The faculty pursued a number of topics during the summer. For example, Ms. Deborah Block, teacher of 8th grade social studies, used The Video Encyclopedia to support the curriculum designed to convey the historical, domestic and global issues of South Africa. Block also used this primary source with students in her public speaking course to assist them in recognizing the rudiments of demagoguery, as well as the effectiveness of their own special styles by viewing a variety of speeches in The Video Encyclopedia and utilizing the resource for analysis and study.

Ms. Judith Stecker, teacher of 8th grade social studies and 11th grade American government, used The Video Encyclopedia to highlight contemporary constitutional conflict. The resource was incorporated in student group assignments which explored the relationship between politics and media using examples from political campaigns, trials, and corruption in government.

Mr. Peter Summer, teacher of mathematics, used The Video Encyclopedia to explore the process of forming mathematical models with his students. Three specific areas were covered: conflict of interest situations analyzed mathematically; the mathematical theory of elections; and mathematical applications based on socio-economic programs.

At Riverside High School, junior, Steven Stubbs, encouraged by his teacher, Mr. Steve Paskiwiecz, entered his 30 minute documentary, entitled, "Dr. Martin Luther King, Jr. and Archbishop Desmond Tutu; A Comparison of Their Lives and Teachings" into a competition commemorating Black History and Brotherhood Month in Suffolk County, New York. Steve was awarded first prize for his project, which he created using the footage and reference material from The Video Encyclopedia.

Acting on a "commitment to introduce students to the most effective educational technology today," Dr. Donald Helms, Superintendent of Corona-Norco Unified School District in California, has introduced The Video Encyclopedia in seven schools throughout his district. Secondary students in this progressive district have been producing term projects, documentaries, and video time capsules using our resource. Also in California, American history teacher Mr. Reiny Klein asked his class to explain the checks and balances system of the United States government. The class presented a compelling and informative explanation of the power of Congress to check the President, using units in The Video Encyclopedia on the Nixon/Watergate era as documentation. Dr. Helms was so impressed with their work that he showed it at a National School Board Association conference in November 1986.

These anecdotes I have presented are just a small look at the successful way video technology is being used in the classroom. I know that there are other companies in the field of education who have as many "good news" stories to share as I do. Chapter 2 funding continues to provide practical support to local classrooms and libraries, but more of these resources are needed in thousands of schools to have a genuine impact on today's visually-informed youngsters and adults. Chapter 2 is our best way of helping schools obtain this type of instructional equipment. Our students must have the chance to reap the educational benefits of today's video technology so that the truths and lessons of the past can be shared, debated, and absorbed.

[NOTE: Due to printing limitations, the attachment accompanying this statement was retained in the files of the Committee.]

Senator PELL. I remember seeing Lindbergh when he landed in Paris—I was in Paris—and seeing him go by, waving his hand. It is amazing to see it there.

Thank you very much indeed.

Mrs. Smith, I would like to get your thinking as to the best use of Federal moneys that might come to your program.

Mrs. SMITH. If we got additional funding—or are you speaking of present funding?

Senator PELL. If you received additional funding, or the best use you can make of your present Federal funding.

Mrs. SMITH. Well, I think we would expand our programs, but I think we need teacher training very badly. I think that that is where we would put our allocation. But we would also like to expand the special projects that we have, as well as festivals, which are important in rural areas, and where we have had problems getting financing for them.

Senator PELL. But your number one priority might be teacher training; that is very important.

Mrs. SMITH. Teacher training, I think.

Senator PELL. Do your teachers come to you now straight out of school, or have they had preliminary training?

Mrs. SMITH. Well, there are some special education teachers, who have to be trained in the arts. There are some art teachers who have to work in special education. So there is a cross-section there. We would also like to train artists to work with students. They are very interested in doing this.

Senator PELL. Where do these teachers get that special training?

Mrs. SMITH. Well, they get it in colleges that give special courses for training. For instance, NYU has a special course for training in the arts, and there are other colleges throughout the States.

Senator PELL. Thank you very, very much, and thank you for being here.

Mr. Thomas, if there is one single area where we can make a difference in connection with arts education, where do you think that would be? Where would you like to see our emphasis placed?

Mr. THOMAS. Well, personally, I believe that the most important place to develop the habit of culture and the love of the arts is at the earliest level in school. My children are fortunate; they get a great deal of this kind of thing at home. But for children who are not the children of long-winded artistic parents, they need from kindergarten on, at the earliest time, to open their eyes to art and to be taught that it is something that is rightfully theirs. And I think that any assistance that goes into the youngest levels is the most important and probably the most seminal—although this program, as you can see, helps young people at every stage of their education, up to and including those who want to earn a living in the arts as well.

Senator PELL. Thank you.

Mr. Peterson, what is the average per-pupil expenditure for books in our country?

Mr. PETERSON. Our 1986 statistics are about two or three weeks from being published, but average expenditures for textbooks is in the neighborhood of $33 to $34 per pupil from the public and private schools of the country.

Senator **Pell**. And of particular interest to me, what is the demand for textbooks dealing with metric conversion?

Mr. **Peterson**. There was a significant move toward metric education about 12 years ago, and there was some feeling at that time that perhaps the whole country would go into a metric measurement.

In reality, that has never fully developed. It was quite difficult to move the society into a total metric development. In any of our instructional materials in mathematics or science, you would have the development of both systems—U.S. customary as well as the metric system—you would have problem-solving lessons dealing both with metric and with U.S. customary. You would have virtually no lessons that would require the conversion of U.S. customary to metric; that, educationally speaking, would not be appropriate.

Senator **Pell**. The reason for the change, I think, was more near seven years ago, where the original legislation was mine, calling for the Metric Education Act and for the country to convert to metric. And then this Administration reversed that procedure and felt that no encouragement should be given to converting to metric. So that is why the present situation exists as of now.

I was wondering, Mrs. Richardson, if you think the program you have now which, as I understand, is a three-to-one match, is working out pretty well?

Mrs. **Richardson**. In the case of programs for migrant workers Federal funding is 100 percent. Otherwise it is 75 percent Federal, 25 percent local. The formula works very well.

Senator **Pell**. If the Federal money decreased, would the major portion of the matching funds dry up as well?

Mrs. **Richardson**. Are you asking if we should go along with changing the proportion?

Senator **Pell**. Yes, decrease. Would the percentage of matching funds dry up?

Mrs. **Richardson**. It would create large difficulties for many programs. The biggest fund problem for Reading Is Fundamental, as Dr. Miller was saying about libraries, has been the enormous inflation of book prices.

There are Reading Is Fundamental Programs in the most needy areas, including migrant worker camps, Indian reservations, juvenile detention centers, which I think would be hurt the most by any change in that match. Some of the more affluent communities would be hurt less, but I suspect it would hurt the most needy, the ones that reach the children at risk, to change that proportion—unless it were to change in a favorable way to the locals.

Senator **Pell**. Thank you.

I have been educated today, I think, about the station we have in Rhode Island. It is for educational purposes from nine until two, and then entertainment purposes after two; is that correct?

Ms. **Farmer**. No. We do further educational program as well. We run college tele-courses for credit. In fact, I think you will be proud to know we are in the top 2 percent in the country in terms of our enrollment in the college tele-courses. We also air the GED series—in fact, had the first televised graduation ceremony in the country for our GED students. And then we also do entertainment.

Senator PELL. What is the viewership for education programs as compared to entertainment programs?

Ms. FARMER. We have not been fortunate enough to have enough dollars to do any real surveying in that area. It is something we would like to be able to do.

The figures that I have given you in terms of the numbers of teachers and students who view the instructional television during the course of the day, we had 86, I believe it was, GED students; we have over 1,000 students per semester who are enrolled through CCRI, taking our tele-courses. And then it varies from program to program when we are doing the PBS programming.

Senator PELL. And then how do you move from entertainment to teaching? Is it in the newspaper, or how does one know the schedule?

Ms. FARMER. Our schedule is printed in the paper. We also do children's programming—things like Sesame Street and Mister Rogers—and lots of how-to programming. But it is in the Providence Journal.

Senator PELL. And maybe this would be more up Mr. Mello's line—how much teacher training is required, in your view, to integrate these TV programs into the classroom?

Mr. MELLO. I think it takes quite a bit of teacher training. We are finding that students exit from the undergraduate program in education without the necessary training in the use of technologies. They really do not know how to use television. They do not know how to use the new technology, so that when they get in-service or are actually practicing their profession, then we have to provide some kind of in-service.

In my own community, we have specialists who supervise that in-service and can provide the training on-site, but that is in a real minority within the State of Rhode Island. So we need television directors. There is an educational director at Channel 36 that provides in-service in television at the station, which is very, very effective.

Senator PELL. Are you familiar with what is said to be a difference between the left brain and the right brain?

Mr. MELLO. Yes.

Senator PELL. Do you make an effort to program your teaching at one or the other of those brains?

Mr. MELLO. Not really. There are some teachers who make a conscious effort to work in that area. But what we try to do, when you are faced with a class of 30, is to individualize instruction but really we are shooting for somewhere in the average.

We do try to provide teachers, though, with all the instructional materials so they can reach children who learn through different modalities—some learn best through visual stimulus; some learn best by actually handling materials, and some learn best by hearing. We try to combine and provide for all those modalities within every classroom in our community and provide support for teachers as they instruct their classes.

Senator PELL. Thank you very much.

Mr. Koplin, your organization is a for-profit organization; is that correct?

Mr. **Koplin**. It is supposed to be—but we are a tiny little company, attempting a massive introduction of a totally new resource. So there is not much profit involved at this point, sir.

Senator **Pell**. That is no criticism. I was just curious, because I think it is very striking, that program that you just showed us, and I think it is one that teachers all over the country should benefit from.

Mr. **Koplin**. Yes. We are a for-profit corporation. We make money by producing such television series as A Walk Through the 20th Century with Bill Moyers, for instance, which played on Public Broadcasting, and Creativity with Bill Moyers, or The Magic Years in Sports, which plays on one of the cable networks.

Our real love is—we are afflicted with a mission here—our love is education, and we are trying to work to provide a resource.

Senator **Pell**. Thank you very much.

Senator Stafford?

Senator **Stafford**. Thank you, Mr. Chairman.

I think I would only observe that the Chairman has already asked most of the questions that might have occurred to me, and so I am simply going to thank you all for being here today and helping us.

Ms. Farmer?

Ms. **Farmer**. I have with me some testimony at a previous hearing from Henry Couthen, who is President of the South Carolina Educational Television and Radio Network. May I have this submitted as part of the record, just to amplify the point that we were making?

Senator **Pell**. Certainly.

Ms. **Farmer**. Thank you.

[Additional statements supplied for the record follow:]

TESTIMONY OF HENRY J. CAUTHEN, PRESIDENT, SOUTH CAROLINA EDUCATIONAL TELEVISION AND RADIO NETWORK BEFORE THE SENATE LABOR AND HUMAN AFFAIRS COMMITTEE

March 11, 1987

Mr. Chairman, I want to thank you and this committee for the initiative you are taking to move communications technology to the forefront in dealing with some of our country's most perplexing problems in education and reeducation.

It is ironic that our country has led the world in the development of communications technology and yet we have hardly used it at all to bolster an education system that is proving woefully inadequate to prepare our country to meet the challenges presented by an increasingly complex future. This simply has got to change if we are to rebuild our position of world leadership in education and commerce.

Fortunately, some of the solutions are within our grasp.

Let me tell you about the educational communications system that has been painstakingly developed over a number of years in my own state . . . South Carolina . . . one of our country's least affluent.

Our system provides instructional television to the schools of our State, including elementary, secondary, institutions of higher learning, and technical training facilities. And we have recently started a highly effective service for daycare centers, which makes the time spent each day by children in these centers a learning experience rather than just babysitting.

Today, more than 17,000 South Carolina teachers use instructional television in 93 percent of our schools serving more than a half million students.

South Carolina teachers are able to select from 193 instructional television series. This represents the most comprehensive educational telecommunications opportunity presented by any state. Unfortunately, due to lack of funding, many of these courses are more than 15 years old.

The continuing education needs of South Carolina teachers are served through a variety of telecommunications methods, including broadcast television, closed circuit television, video teleconferences, and satellite seminars and workshops.

In higher education, we work closely with private and state-supported colleges and universities to deliver 90 credit courses to more than 4,000 students on both open and closed circuit. Two Master's Degree programs are offered in Business Administration and Engineering, as well as coursework in such areas as nursing, astronomy, sociology, and microcomputers. Much of this content uses an interactive format, with audio bridge links joining instructors with students throughout the state.

Beyond our work in the public schools, we produce and transmit a comprehensive schedule of postgraduate courses for professionals. These events are typically presented in video conference format, with two-way audio links to classrooms across the State. Content includes law, medicine, dentistry, pharmacy, law enforcement, correctional institution training, and many other fields where instructional telecommunications techniques can offer statewide educational opportunities that provide easy access for students and are cost effective.

Teleconferences are used extensively throughout State government in South Carolina for training and management communications and provide major efficiencies in energy and work time. Teleconferencing has been an area of remarkable growth during recent years. Last year individuals participated in more than 600 conferences, making South Carolina's one of the busiest teleconferencing systems in the world. We have produced national and international satellite video conferences for the American Management Association, the Corporation for Public Broadcasting, the Institute of Electrical and Electronic Engineers, the National Urban League and numerous others.

The South Carolina approach to distance learning employs virtually every available communications technology. Over the years we have developed a system that includes eleven open circuit broadcast channels, a statewide, four-channel closed circuit television network that serves more than 500 sites statewide, and we have a 7-station statewide educational radio system. We operate multiple satellite downlinks and uplinks on the C and Ku Bands. A statewide multi-channel microwave system allows us to interconnect cities throughout South Carolina for two-way television conferences and classes. The major teaching hospitals in our State regularly share information in five-way, live video seminars. Cooperatively with other agencies and institutions we have established video conferencing rooms throughout the State. Video projectors and computer-controlled telephone bridges provide easy, economical interaction.

An important new initiative is a project that will provide master teachers for college level courses for advanced placement of students in math, science, foreign languages and other essential areas to challenge our brightest and our best students no matter where they may be located . . . in largest city schools or the most remote rural classrooms.

A central part of the Project includes the identification of students who have an aptitude and interest in teaching. High achievers will be offered college scholarships as an incentive to teach in South Carolina schools. We believe positive emphasis on teacher education as a quality profession will provide the opportunity for South Carolina's best and brightest to become teachers.

All of this is being achieved for less than 1% of our State's education budget. If South Carolina, which I have pointed out is one of our country's least affluent states, can develop a system of this enormous capacity and sophistication, then there is no reason that such systems can't be developed throughout the country, particularly if Federal assistance is made available.

In fact, 26 states have networks that are in various stages of development. For example, Kentucky is developing a statewide satellite distribution system, Oregon a statewide ITFS system. Any many cooperative efforts are underway. In short, South Carolina and a number of other states represent ideal laboratory situations for the testing of virtually any telecommunications technology in support of education. The progress to date, however, has been far too slow and the resources far too limited. This needs to be supported by a national initiative if we are to remain competitive and regain our leadership in commerce and technology.

The communications technology is largely there. Additional satellite transmission time can be bought at reasonable prices. And the nation's public broadcasting system provides the framework and foundation from which these services can be developed. What we are most in need of at this time is funding to develop quality formal teaching materials in sufficient quantity to meet the rapidly increasing needs of education. South Carolina would be glad to share our experiences and our resources with this Committee or any other group that wants to move forward with the use of telecommunications to serve our country's needs.

I might add that there are 4 multi-state, regional associations that work cooperatively to produce broadcasting and schedule instructional programming. The center for this activity is South Carolina, which works cooperatively with SECA, the Southern Educational Communications Association. With an infusion of national dollars, the 6 hours we now broadcast nationally could move toward something like the 89 hours we now broadcast in South Carolina.

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Attached is a recent report by the Public Broadcasting Service which describes current nationwide public television education services.

National Association for Gifted Children
4175 Lovell Road, Suite 140 Circle Pines, Minnesota 55014 (612) 784-3475

July 23, 1987

Hon. Claiborne Pell, U.S.S.
Chairman
Subcommittee on Education, the Arts and Humanities
Committee on Labor and Human Resources
United States Senate

Dear Mr. Chairman:

The National Association for Gifted Children (NAGC) is pleased to have this opportunity to submit comments for the official record of your Subcommittee's hearing of July 16, 1987, on reauthorization of chapter 2 of the Education Consolidation and Improvement Act (ECIA) as it relates to programs for gifted and talented children and youth. We endorse the statement of the Council for Exceptional Children and The Association for the Gifted (CEC-TAG) presented in formal testimony at the hearing. They expressed support for the basic thrust of your bill, S. 627 ("The Targeted Educational Assistance Act"), and stressed the urgent need to enact S. 303 (the "Jacob K. Javits Gifted and Talented Children and Youth Act of 1987"), introduced by Senator Bill Bradley and cosponsored by a bipartisan group of more than twenty of your Senate colleagues.

NAGC also joins CEC-TAG in recognizing, with deep appreciation, your efforts on behalf of gifted children over a period of years, most recently exemplified by introduction of S. 627 and by the inclusion of support for gifted and talented education in the education section of the Trade Bill approved by the Subcommittee.

Our country needs to make a national commitment to strengthen and expand educational opportunity for our most gifted children and youth. We must take steps to make certain that our schools are able to identify those students, including those who are disadvantaged and thus far more likely to be overlooked, and then are able to provide the special instructional services and programs they require to develop fully their innate abilities. This is profoundly in the national interest, including the national security interests, of the United States, and we are failing to a truly alarming extent to meet this need.

The plain fact is that today we are for the most part either ignoring the special needs of these children or failing to provide them with effective instructional programs when we have recognized those needs. Depending upon the standard used, between five and ten percent of elementary and secondary school children would qualify as "gifted and talented" under the definitions commonly accepted and used in current legislation before Congress, or between 2,500,000 and 5,000,000 students. Sadly, only about one million are provided any sort of special education program, and those who are served seldom have the benefit of programs that genuinely meet their needs. Moreover, in the absence of a program for the gifted there is no attempt made even to identify them. Often these students are bored to death by the standard school program, and the rate of underachievement and the dropout rate are both high in this group.

The CEC-TAG statement cited the evidence of the massive Richardson Foundation study on the inadequacy of existing programs, which has also been documented by numerous other studies, including reports by the Congress itself over a period of years. In 1982 the Commission on Excellence established by the then Secretary of Education issued its report entitled "A Nation At Risk", setting forth the most serious education deficiencies of the nation. One of that Report's few recommendations for direct Federal action was in the field of education of the gifted. NAGC firmly believes that the neglect of our most gifted students, and the causes of such neglect, are national in scope and will not be overcome without a national program designed to eliminate those causes. Accordingly, NAGC played a leading role in helping to formulate and advance legislation such as S. 303, which would authorize a comprehensive national program.

Your proposal to narrow the use of Chapter 2 funds by State and local educational agencies to five purposes (from approximately thirty allowed in the existing act), and to include programs for gifted and talented children and youth as one of those purposes, undoubtedly would result in a substantial increase in the amount of Chapter 2 funds being used for this purpose. It likely would have the ancillary effect of making school administrators and other officials more aware of the need for special education for the gifted, which would be most helpful. The strength of Chapter 2 is that it permits flexibility in the use of Federal funds to meet the varying needs of school systems in diverse circumstances; the weakness is its lack of focus on those educational needs — in some combination common to all school systems — that are of the greatest national concern. S. 627 preserves flexibility in Chapter 2, while focusing it on urgent national concerns. NAGC supports this concept.

It is imperative, however, that everyone concerned about the education of gifted and talented children understand that an increase in funds in our school systems for this purpose, as desirable as that is, will not address the underlying causes of inadequate and ineffective programs for gifted and talented students. We just do not have the infrastructure of specially trained administrators, curriculum planners and teachers — supported by technical assistance, information, and research and demonstration findings — in place to conduct effective programs for the gifted on a national scale. It is beyond the capacity of any State to correct these deficiencies on a regional or national scale, and it is beyond the capacity of all but a very few States to do even a major part of this task within the State. The purpose of S. 303 is to focus limited national resources on personnel training, research and development, information and technical assistance, and related activities in such a manner as to build our capacity across the nation to plan and conduct effective programs for these students. An important objective is to improve the ability of teachers to recognize giftedness in students. This is a particular problem for disadvantaged students, and S. 303 and the House-passed companion bill emphasize the particular needs of disadvantaged populations who suffer most from failure to identify the gifted and provide them with appropriate education.

Accordingly, while the additional funding and attention for the gifted that would result from restructuring Chapter 2 along the lines suggested by S. 627 is highly desirable, the failure to enact S. 303 would enormously diminish such impact and would further postpone the kind of national effort most urgently required.

Although S. 303 is important legislation, it carries a modest authorization of $25 million annually. Because the bill is so carefully drawn to aim at fundamental deficiencies that limit progress in improving education of the gifted, NAGC believes that the authorization is sufficient to significantly strengthen and expand educational opportunities for gifted students over the next five years. H.R. 543 was the House companion bill to S. 303. It has passed the House as title IV of H.R. 5 (the "School Improvement Act"), which reauthorizes chapters 1 and 2 of ECIA and several other Federal education programs. H.R. 543 had garnered 102 bipartisan cosponsors prior to House passage of H.R. 5.

NAGC and organizations with which we are associated closely in this effort are extremely gratified by the wide bipartisan support for this legislation in both the House and Senate. We urge the Subcommittee to favorably consider S. 303, and to include it in the Senate companion bill to the House-passed H.R. 5. This would ensure its enactment and hasten the correction of educational deficiencies that have made us "A Nation At Risk" of losing the best abilities and potential of our most gifted children and youth. NAGC stands ready to work with you and your subcommittee in any way you would find helpful to this end.

Sincerely,

Joyce E. Juntune

Joyce E. Juntune
Executive Director

Senator PELL. I would add here that the record will be held open for additional statements and questions; if there is any supplementary material that any of you wish to submit, it will be included in the record.

I thank this panel very, very much indeed, both collectively and individually. You have, in your own ways and lives, contributed so much to the betterment of our fellow citizens.

This closes out this hearing. The subcommittee is adjourned.

[Whereupon, at 12:01 p.m., the subcommittee was adjourned.]

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